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U. S. DEPARTMENT OF
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Perspectives in Public Welfare: THE ENGLISH HERITAGE

BLANCHE D. COLL*

History is often regarded as a review of the past rather than as a means of illuminating the present. From very ancient times man has been concerned with providing a record of what he has done. Modern historical scholarship--dissatisfied with mere chronicle--has aspired to interpret man's actions: in short, to supply with as great a degree of objectivity as possible, the answer to the question "Why?"

Much more research and analysis are required before anything approaching a definitive history of social welfare in the United States is achieved. Meanwhile it seems appropriate to invite reflection on the knowledge now available.

The following article, by describing past attitudes toward the needy and means taken to care for them, provides one method of appraising current public welfare programs. It is the first part of a larger study which will further explore the background of such programs.

The Supreme Court of the United States, on March 18, 1963, in the case of Gideon v. Wainwright, rendered an historic decision: an indigent man accused of a crime has a positive right to counsel.[1] Over 700 years ago, early in the 13th Century, the reigning Pope issued a similar decree: all those too poor to afford a lawyer must be provided one by the court.[2] During the high Middle Ages, as in our own time, to have a law on the books might mark a step forward or backward for the poor. Equally important, then as now, the administrative process of translating law into action was capable of strengthening or weakening the law's impact upon the individual and his society. It would be naive to conclude that the Pope's order ensured equal justice to all. Similarly, only time will show whether our society has determined to carry to its logical conclusion the implications of Gideon v. Wainwright, namely, that the indigent accused has the right to adequate counsel at the very earliest stage of his encounter with the law.[3]

To devise a game of historical parallels such as the one just cited would serve little serious purpose. Both past and present are distorted when an attempt is made to compare in absolute terms the attitudes or actions of societies which differ as markedly as do ours and that of the Middle Ages. Rather, historical study is most valuable to policy makers and administrators when it reveals the origins of man's ideals and prejudices as expressed in law and other social arrangements, thereby forcing into the forefront questions about their current applicability.

As a rule, men have developed laws and administered them in ways which are generally understandable in terms of their own time. Many such laws and customs have withstood the test of time in the best sense. Others--even after they have become anachronisms--have a way of persisting as cultural lags, dear to the hearts of men as part of the "conventional wisdom." Obviously, the longer a problem has existed the more likely that the means of dealing with it will be traditional rather than innovative.

Neither poverty nor dependency are

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For references, see end of article.

new phenomena. Hardly more so is public assistance. It cannot be overemphasized that even in the United States--not to speak of Europe--public aid to the destitute has a long history, surprisingly so in view of the large role played by private philanthropy in the relief of distress.

During this vast stretch of time from the 12th to the mid-20th Century--notable in the long run for the change from a predominately rural handicraft economic system to a highly urbanized industrial society--attitudes toward poverty as well as toward dependency have varied. Such attitudes have in turn spawned laws and administrative practices, rationally developed during a given period but which might be progressive or repressive in their effect upon the poor.

Recent historical scholarship has begun to turn a critical eye upon some of the commonly accepted accounts of past efforts to deal with destitution. The evidence presented in these studies provides an opportunity to place current public welfare programs in better perspective. Have, for example, rules of eligibility for assistance designed centuries ago stood the test of time or do they remain in use as a result of failure to view the problem of poverty in a manner appropriate to present-day America?

Always assuming some blurring, four major shifts in approach to the problem of poverty can be distinguished: canonical law and administration of public relief by the Church in the high Middle Ages; secularization of public relief accompanied by large-scale private philanthropy from the rise of the Tudors to the industrial revolution; "reform" of the English poor laws in the early 19th Century; the gradual rise of the welfare state. For good or for ill, public welfare programs in the United States represent to a remarkable degree an inheritance from the past--particularly the English past.

MEDIEVAL POOR LAW

Two pictures of medieval charity come readily to the modern mind: that of the wealthy lord relieving the ragged beggar and that of hordes of importuners crowding at the gates of monasteries for the daily handout. Both images tend to merge into one conclusion: medieval man, concerned with doing "good works" and motivated by his own selfish interest in salvation rather than by consideration for the recipient of his benefactions, committed a most terrible evil: that of indiscriminate almsgiving. What is visualized and concluded applies--at least in general--to the turn which charities took in the late 14th and in the 15th Century. It is atypical of the 12th, the 13th, and a good portion of the 14th Centuries. During this 250-year period there was actually a growing body of poor law which was administered in quite a different manner than is commonly supposed.[4]

There is no question that religious motivation was paramount in the relief of destitution during the Middle Ages. In addition to the Biblical injunctions to "love thy neighbor as thyself" and "to do unto others as you would have them do unto you," the element of self interest was present in such oft-quoted admonitions as: "Give, and it shall be given unto you... For with the same measure that ye mete withal it shall be measured to you again."

More pertinent to our inquiry than the motivations of donors in this period is an examination of the poor law as expounded by the canonists (medieval Church lawyers) and its administration by the Church itself, which held jurisdiction over this aspect of life rather than the state. The canonists worked hard at interpreting and reconciling previous Biblical texts and the writings of the early Churchmen in an attempt to spell out a viable poor law for their age. The corpus of their thought was quite clear, quite humane, but also not blind to the fallibility of man.

Basic to the poor law as spelled out by the canonists were such simple tenets as: "Poverty is not a kind of crime," or, turning to look at the individual rather than the condition: "A poor man is an honorable person." Such principles are a far cry from romanticizing poverty or sentimentalizing about the destitute.

According to medieval poor law the destitute had a right to assistance, those better off a duty to provide it. Performance of such a duty was an act of justice--not of charity or mercy. The property of the Church, including current income, belonged to the people, and from such income, the poor were to be provided for.

But not indiscriminately. The canonists established no hard-and-fast rules of eligibility but they did set guidelines for the dispensing of alms. Old age and sickness were given a high priority as prima facie evidence of need. Those individuals who through no personal fault lost their fortunes were to be accorded great consideration. Widows and orphans were singled out for attention.[5]

The able-bodied idler, on the other hand, should not be encouraged by handouts, but ought rather to be "corrected," by being urged to work. This latter admonition would seem reasonable enough in the period of economic prosperity characteristic of the high Middle Ages. Yet there might be local or unusual circumstances which would bend the ordinary rule. Such a rule should be followed, wrote an English lawyer late in the 12th Century, "provided that he can find someone to employ him."[6]

The only real "test" of eligibility for aid in the modern sense of the term was evidence of need. Moreover, "In case of doubt it is better to do too much than to do nothing at all." The able-bodied beggar was suspect, as were those skilled in certain dubious trades, but no one was categorically excluded from the medieval system of public assistance.

The heart of this system was neither the casual individual donor nor the monasteries but rather the local, largely rural parishes whose priests were responsible to their bishops for the care of the poor. In the vast majority of cases of distress, no investigation as to eligibility would be required. "She" was "old" and her children could not take care of her. "He" was "sick" and could not support his family. Such circumstances were known within the parish and the priest's duty was to alleviate such distress out of the common property--the Church funds.

Recent scholarship has shown that although abuses existed, these were not the norm, that the money available in England to care for the poor was sufficient, that complaints of the negligence of priests in relief-giving were rare, and that bishops were on the whole diligent in carrying out their supervisory responsibilities.

It is interesting to note that in Medieval thought the first responsibility of the individual was to his family--including his parents--then to his neighbors, and then to strangers. In a predominantly rural, closely-knit society such a rule could almost be taken for granted. There were strong social pressures for a man possessing more than enough to cover his own needs to contribute to the less fortunate immediately surrounding him.

But what of the stranger? Presumably the able-bodied stranger should be "corrected." A great deal of emphasis in the Middle Ages was also placed on "keeping hospitality" for the traveler. The poor population (not to be confused with the destitute) were largely serfs, bound to the soil but having the right to subsistence from it. There was little mobility of labor. Yet there was some. The more adventurous, ambitious serf could--and did--escape to the towns, where if he managed for a year and a day was a free man able to pursue new and different opportunities. There were no residence requirements per se during the high Middle Ages.[7]

ELIZABETHAN POOR LAW

Those who chose to flee monotonous toil and a narrow, but secure village life--perhaps helped along their way by means of the hospitality accorded travelers--were responding to significant economic changes which marked the later Middle Ages: the increasing complexity of international trade, a growing demand for craftsmen, and a tendency for agricultural

labor to commute services and share-cropping for money rents. Such an evolution to a money economy with its elements of capital investment, credit, interest, rents, and wages was bound to affect the nature if not the incidence of poverty, even in the absence of calamity.

But calamity did occur. In 1348-49 the Black Death (bubonic plague) swept England, reducing the population by about 25 percent initially and accounting for further drastic decline in the next 50 years. By 1400 the English population could be counted at scarcely more than half that of the years immediately preceding the plague.[8]

During these years the "stranger" who was to be granted relief when in evident need turned into the "vagabond" to whom the State prohibited almsgiving under pain of imprisonment. The first law of settlement was promulgated in 1388: able-bodied beggars were subject to punishment; those unable to work were permitted to beg but only at their current place of residence or their birthplace.

In the period following the Black Death, there was bound to be a reaction to the restless movement of the lower classes who saw in this period of labor scarcity, the opportunity of pressing for higher and higher wages; others saw an opportunity for looting and violence. England faced a crisis. Productivity was lost and inflation encouraged when laborers--even honest ones--shifted constantly about. Yet the punishment was unsuitable to the crime. And this lies not so much in the fact that the punishment was harsh--for this was a harsh age--but rather that all manner of migrants were lumped together. Those seeking work at better wages and under freer conditions but temporarily hard pressed were deemed criminal, along with the unruly bands whose deeds and intentions were far from honorable.[9]

Thus, unconsciously perhaps, a shift in attitude began, and poverty--at least so far as the able-bodied male was concerned--became a kind of crime. At any rate, for more than two hundred years the problem of poverty was intimately and formally linked to the problem of vagrancy.

Two major reasons for this failure to distinguish want from criminality might be advanced. First, although their estimated number was not great (about 10,000) the vagrants who operated in gangs posed a real threat to persons and property. Second, the period from the late 15th to the early 17th Century, spanning the rule of the great Tudors, was generally prosperous--an era when the standard of living and the margin of security were rising rapidly and recognizably for most classes.

In part at least, the prosperity experienced by the majority was gained at the expense of the minority. In agriculture, continued enclosures, increased efficiency on the part of yeoman farmers, and a shift from tillage to grazing created a class of marginal, seasonal laborers. The rise of the woolen industry which was dependent on sheep-farming created more jobs, to be sure, but not, by and large, for those who had been displaced from their accustomed skills. Moreover, underpopulation was no longer a problem. Quite the opposite. It has been estimated that the population increase was as high as 40 percent during the 16th Century and by 1640 had increased by another 30 percent. W. K. Jordan notes that rural England "fed men and youths by the tens of thousands into that inexhaustible maw which was London, but never quite as rapidly as the parishes produced them and always a little faster than London could absorb them."

But more significant as causes of poverty than the labor surplus or dislocations in agriculture were the effects of an increasing reliance on machinery and the beginnings of the factory system. This first phase of industrialization created, in urban centers, masses of persons with specialized skills and subjected them not only to seasonal but also to cyclical unemployment.[10]

The Tudors, great rulers that they were and always at pains to preserve order, gradually perceived that punitive, negative measures directed at vagrants were insufficient to this specific goal, let

alone the general good of the realm. In part the slow evolution of the English poor law resulted from the fact that the deterioration of Church-administered poor relief was also gradual. When the Tudors first turned their attention to the situation of the destitute, they came up with a plan for mixed responsibility between secular and Church authority. By the time the Elizabethan Poor Law of 1597-1601 was written there was no longer any question that all responsibility was to be vested in secular agencies.[11]

The immediate background to this first completely secular and comprehensive poor law was a severe economic depression which began in 1594. In some regions of the country famine threatened; in others, "bread riots" occurred. Although fear of general insurrection was present in the minds of the lawmakers, they were also compelled to recognize the existence of large-scale, involuntary unemployment.

The Elizabethan Poor Law, which was to stand with but minor amendments for almost 250 years, distinguished three major categories of dependents--the vagrant, the involuntary unemployed, and the helpless--and set forth means for dealing with each group. It also fixed the parish, acting through overseers of the poor appointed by justices, as the administrative unit for executing the law. The parish was to raise taxes as necessary and was given powers of enforcement in this regard. Such taxes would be used to build and sustain almshouses; to supply sustenance in their own homes to the aged, the handicapped, and other helpless groups; and to purchase materials on which the able-bodied unemployed were to be put to work. Parents, insofar as they had the means, were legally liable for the support of their children and grandchildren. Likewise children must take care of their unemployable parents and grandparents. Children for whom parents could not provide were to be set to work on the raw materials or bound out as apprentices. Vagrants, or in fact any able-bodied persons refusing to work, could be committed to a house of correction or the common jail.[12]

There has been a tendency to single out only one aspect of the Elizabethan Poor Law as "good," namely, that which granted the legal "right" to assistance provided through taxation. More might be said for it. In a period when children were expected to begin work at an early age, the idea of giving them a trade through apprenticeship might be deemed progressive. The law distinguished between the criminal and the helpless. And for the care of the helpless, administrators were offered a variety of choices. There is no indication, moreover, that the work which the genuinely unemployed were to perform need be odious.

There has also been an assumption that the Old Poor Law was immediately, universally, and uniformly enforced. Actually the law was conceived as standby legislation, ready to be invoked in an emergency situation such as the economic depression which had prompted its passage. The state gave notice that the poor were to be cared for, and if such assistance were to be provided from public funds, certain conditions were stipulated.

On the other hand, if the parish elected to look after its poor through voluntary charity, the state was willing--if not anxious--that it do so. The same Parliament that declared the state's ultimate responsibility for the poor encouraged, through passage of the law of charitable trusts, the exercise of private philanthropy. The result was a vast outpouring of wealth in the form of endowments, the largest amounts being directed toward education, home relief, and almshouses.

Although proverbial hatred of the tax collector played its part in motivating the English philanthropists of the 16th and 17th Centuries, other considerations were perhaps more influential. Protestant doctrine emphasized the idea of wealth as stewardship. Apparently, there was also increasing sensitivity to pain and suffering and a corresponding lack of resignation to their inevitability. Pride in the social

order of the community and hope for its betterment spurred many. Stigma attached to the parish, which, by being taxed to care for its poor thus appeared unwilling to meet its responsibility voluntarily.[13] So liberal indeed was private philanthropy for more than two generations after the passage of the Elizabethan Poor Law that public funds accounted for not more than 7 percent of the total expended in any one year.[14]

In choosing education for their largest endowments, private donors intended to raise the level of the whole society. Next to education, their largest donations were earmarked for the relief of the poor in their homes. Sums allotted to almshouses were intended to sustain the helpless poor decently. And, although public relief was small as compared to private charity, the pattern followed was much the same: on the whole, compassionate. The mass of the poor were still regarded as victims of misfortune.[15]

CHANGES IN ATTITUDES TOWARD POVERTY

A change becomes discernible in the 17th Century after the overthrow of the Cromwellian government and the Restoration of the monarchy. As has been noted, the Protestant Reformation, far from destroying good works vastly encouraged them. But Calvinism and the sects springing from it also provided a rationale for the capitalism burgeoning about them. The economic virtues of industry, sobriety, and thrift were accorded a prominent place. Wealth, wisely used, became a mark of virtue. On the other side of the coin, poverty--but most particularly, dependency--came to be regarded as a question of individual character.[16]

It is against this background that a severe law of settlement was passed and that various workhouse schemes were devised in the hope of a profitable return on investment. The Law of Settlement and Removal of 1662 made it possible to eject individuals and families from the parish who, in the opinion of the local authorities, might in the future become dependent. The preamble to this act has a familiar ring: it was claimed that large numbers of the poor were moving to those rural localities where relatively more liberal relief policies obtained. On the contrary, the principal migration seems to have been to London, where, as always, opportunity beckoned, but where, as always, some failed to "make it."[17]

The Law of Settlement and Removal was actually never rigidly enforced. It often proved easier and cheaper to grant assistance, particularly temporary assistance, than to escort a family back to its place of legal residence. Parishes exchanged certificates which guaranteed acceptance of the family if future aid became necessary. These arrangements and other loopholes in the law were exploited both by those determined to move and those who had the power to prevent them from doing so. The number of persons returned to their legal residence was relatively small, averaging one or two per year per parish, or less than 15,000 individuals and families. The law was an harassment rather than a real hardship to the healthy working man and his family. But its invocation against the aged, the sick, unattached women, and children, however small their number, is a telling illustration of the change in attitude toward the helpless poor.[18]

The arguments advanced by writers of the late 17th and early 18th Centuries for workhouses as profit-making concerns led to the establishment of numbers of such institutions, both large and small. On all counts, the workhouse proved a failure economically. Far from showing a profit, these institutions failed to break even. The social consequences were undoubtedly harmful and are so well known as to make it unnecessary to belabor the point. What seems worth emphasizing is the fact that the evils--both economic and social--were apparent to the society that maintained them. In fact, they were so apparent that many institutions were closed quickly and permanently, others closed only to reopen perhaps under a different plan of management, or a different scheme of operation. More often than

not in human affairs it is much more difficult to scrap a plan altogether than to attempt to patch it up.

By the beginning of the 19th Century, there were more than 4,000 "so-called" workhouses in England housing about 100,000 persons out of a population of some 9,000,000. The adjective so-called is used advisedly, for no matter what their original purpose, these institutions had by this time become what the Webbs termed the "General Mixed Workhouse"--a shelter for social outcasts.

Proliferate as they did, neither workhouses nor almshouses were the usual means of caring for the destitute during the 18th and early 19th Centuries. The basic system remained the relief of the poor in their homes, sometimes in kind, but usually by a small money payment.[19] Whatever the means employed, the meager statistics we have show a per capita rise in expenditures:[20]

Year	Poor Tax	Population	Per Capita Expenditure
1776	£1,529,780	8,000,000	3s. 10d.
1803	4,077,891	9,210,000	8s. 11d.
1818	7,870,801	11,876,000	13s. 3d.
1832	7,036,969	14,105,000	10s. 2d.

The Industrial Revolution was in full swing during these years, creating an increasingly prosperous, populous, urban nation, but also a proletariat subject to the various economic and social ills which accompanied this change. But the population of England was still about 40 percent agricultural. Farm laborers were as a class chronically poverty-stricken. In an earlier age, as has been shown, private philanthropy picked up much the greater share of the cost of relieving the poor. Much of the money bequeathed was in the form of endowments and was therefore still available for distribution. On the other hand, the new generation of philanthropists was not only disposed to give less but was attracted to different causes. The popular charities of the day were soup kitchens and other cheap food schemes, institutions for the handicapped and for juvenile delinquents, schools, and medical dispensaries.[21]

Given the rationale which had been developed to justify poverty, it is hardly surprising that private philanthropy took the turn it did, or that a drastic "reform" of the Poor Law was imminent. Possession and accumulation of property was deemed a "natural" right with which the State must not interfere, but the Poor Law was an "artificial" creation. According to the Reverend Thomas Chalmers, it was "right" that property be protected by law, "but compassion ought to have been left free." Poverty was inevitable, even necessary, for the prosperity of the nation. Those who fell below the level of subsistence were, with few exceptions, labeled deficient in character. According to Malthus, the growth of population depended on the level of subsistence. Barring war, pestilence, and famine, he predicted, population will increase much more rapidly than food production. Adam Smith argued that there existed, at any one time, just so much in the form of a "wage fund" for the subsistence of the masses. When public relief was subtracted from this fund, which it had to be, there was that much less remaining from which to pay wages. To furnish unearned subsistence, then, was to further human misery.[22]

Such "enlightened" thought was not, however, immediately and universally accepted. In 1796, acting upon a petition from the Justices of Berkshire, of the agricultural county in the South of England, Parliament liberalized the Poor Law to allow supplementation of wages if they fell below a standard of subsistence as measured by the price of wheat. As worked out by the Justices in their meeting at Speen (whence the nomenclature "Speenhamland system"), the "bread scale" took into account the size of the family. Economic distress was widespread in all of agricultural England at this time. Yet even when agriculture was relatively prosperous farmers were accustomed, in lieu of paying taxes for relief, to accepting unemployed laborers of the parish, giving them some work and maintaining them. Family allowances--small amounts granted after the birth of the third or

fourth child--were also common.[23]

The allowance supplementing wages, or Speenhamland system, was therefore revolutionary only in one sense: it introduced a precise method for assuring subsistence to surplus labor. A general subsidy of wages in which the public picked up the tab while employers were left free to pay what they wished would, of course, be grossly inequitable. But the Speenhamland system did not operate in this way. With few exceptions, those taxed were employers of farm labor who would thus have no reason for cutting wages. What was required of these employers was quite similar to our current unemployment compensation tax. The system tended to equalize itself: in years of poor harvest, when the price of wheat rose, farmers paid out more in poor rates; when harvests were good, the price of wheat fell, but so too did taxes. There remains the possible adverse effect of the allowance system in lessening incentive to productivity. If, however, the competitive market wage falls below the minimum for subsistence--as it was doing in the agricultural districts at the time the system was introduced--the opposite obtains. Instead of the wages paid depending on the amount of work put forth, the amount of work put forth depends upon the wages paid. In summary, it would appear that such a system of poor relief which combined wage-escalation, family allowances, unemployment compensation, and, on occasion, public works, would tend to encourage economic expansion.[24]

THE NEW POOR LAW OF 1834

This was not, however, the view taken by the commissioners who drafted the Poor Law Report of 1834. They had determined upon reform, and to this end they set forth conclusions which make us suspect that even they knew better. Their questionnaire and selective follow-up investigation resulted in such a mass of material that they were unwilling to burden the public with a complete analysis, preferring, on the whole, to select examples usually in the form of "typical" case histories. The Poor Law was, in the words of the reformers, "a bounty on indolence and vice," and "a universal system of pauperism." These phrases had particular reference to the system in allowance of wages which the commissioners stated was not only "prevalent" in southern England but was being extended over the North, and not only in rural areas.[25]

In their classic history of the English Poor Law, Sidney and Beatrice Webb sum up the considerations leading to the "reform":

"What aroused the ruling class. . . in 1834 drastically to transform the whole system, were neither the horrors of the workhouse, nor the proved abuse of 'farming the poor', nor even the cruelties incident on the spasmodic enforcement of the Law of Settlement and Removal. More effective as a spur to legislative action was the continual rise in the Poor Rates, with the threat of their indefinite increase at the expense of the landlord's rental; or the sudden revelation in 1830 of the danger of rural insurrection, with the continual extension of pauperism to the greater part of the agricultural population of Southern England, and even to the wage-earners of some of the industrialized districts of the Midlands and the poorer parishes of the Metropolitan area. This devastating flood of pauperism seemed to be coincident with the general adoption of the Allowance System, and especially of the family relief scales inaugurated by the Berkshire Justices at Speenhamland in 1795."[26]

There can be little question that the Webbs put their fingers on what the public regarded as the root of the matter. But recent analysis of the questionnaire circulated to the parishes and of the answers received from them reveals quite a different picture of poor relief practices. The key question mixed together two very different things, namely, relief supplementing wages and family allowances: "Have you any, and how many, able-bodied labourers in the employment of individuals receiving allowance or regular relief from your parish on their own account, or on that of their families: and if on account

of their families, at what number of children does it begin?" No wonder that a good many answers were equivocal! But many made their practices quite clear: "No work done for Individuals is paid for by the Parish. Allowance to all Families, beginning at the third Child, at 1s. 6d. per week."

Tabulation of such answers, together with other internal evidence, shows that, of the parishes reporting, only 11 percent located in districts that had been noted for allowances in aid of wages were making such grants. Sixty-one percent of these parishes were, however, giving children's allowances. On the other hand, 7 percent of reporting parishes in those counties where allowances in aid of wages were not thought to be prevalent were supplementing wages, but only 31 percent made allowances to large families as a matter of policy. The great evil ascribed to the Old Poor Law was myth, sold to the English public by individuals extremely clever in public relations and thereafter solemnly repeated by generations of historians.[27]

The core of the "harsh but salutory" new Poor Law of 1834 was its attempt to proscribe all "outdoor" relief to able-bodied persons and their families. The Commissioners claimed to find universal agreement on the principle that the situation of the able-bodied "shall not be made really or apparently so eligible [desirable] as the situation of the independent labourer of the lowest class." Throughout the evidence, the Report continued, "it is shown that in proportion as the condition of any pauper class is elevated above the condition of the independent labourers, the condition of the independent class is depressed; their industry is impaired, their employment becomes unsteady, and its remuneration in wages is diminished. Such persons, therefore, are under the strongest inducements to quit the less eligible class of labourers and enter the more eligible class of paupers."[28]

The able-bodied pauper and his family should be offered no relief but that in a well-regulated workhouse for "although we admit that able-bodied persons in the receipt of outdoor allowances and partial relief, may be, and in some cases are placed in a condition less eligible than that of the independent labourer of the lowest class; yet to persons so situated, relief in a well-regulated workhouse would not be a hardship; and even if it be, in some rare cases, a hardship, it appears from the evidence that it is a hardship to which the good of society requires the applicant to submit. The express or implied ground of his application is, that he is in danger of perishing from want. Requesting to be rescued from that danger out of the property of others, he must accept assistance on the terms, whatever they may be, which the common welfare requires. . . Where cases of real hardship occur, the remedy must be applied by individual charity, a virtue for which no system of compulsory relief can be or ought to be a substitute."

In the absence of any statistics in the Report as to the make-up of the population receiving relief, the British public was led to believe that the vast majority of this population--perhaps as many as a million--were the able-bodied and their families. A total of 300,000 was undoubtedly closer to the mark. The bulk of the "paupers" were incapacitated--the aged, the disabled. Moreover, it was subsequently discovered that as much as 50 percent of relief given to the so-called able-bodied was granted because of illness of the breadwinner.

The other major criticism of the existing system contained in the Poor Law Report of 1834 was lax administration. It was thought that a national authority by encouraging unions of parishes and supervising local officials would, in the foreseeable future, bring about the desired reforms. These reforms would include separate institutions for the various classes of dependents for which institutional care was necessary. Only here and there was such a step taken. The workhouses--more accurately termed almshouses--of the 19th Century were cut from the same cloth as those of the 18th. But their population did not increase.

Although it was claimed from time to time thereafter that the intention in 1834 was to abolish all public relief out-

side of institutions, the law contained no such statement and those testifying in its favor explicitly denied any desire to deal with the helpless poor in this way. But what of the treatment of the able-bodied, the group which was said to be the core of the problem? Orders were issued, but exceptions could be made. For example, outdoor relief might be given in case "the immediate withdrawal or denial. . . may appear likely to produce serious evil to the applicant." One way of complying with the spirit of the law was to grant relief in return for some work outside the workhouse itself. In all events, the count in 1839 was about 98,000 inmates of workhouses as against 560,000 receiving relief outside. In those areas of the country which made up about three-fourths of the population in the mid-nineteenth Century, the authorities in London expressed the opinion that it was "not expedient absolutely to prohibit Out-relief even to the able-bodied."[29]

Public relief costs did drop drastically in the years immediately following the reform of the Poor Law in 1834:

Year	Poor Tax	Population	Per Capita Expenditure
1834	£6,317,255	14,372,000	9s. 1d.
1835	5,526,418	14,564,000	7s. 7d.
1836	4,717,630	14,758,000	6s. 5d.
1837	4,044,741	14,955,000	5s. 5d.

Good harvests and a boom in railroad construction were responsible, at least in part, for this decrease in expenditures. During the following ten years the trend was upward, reaching £5,298,787 in 1847 with a per capita expenditure of 6s. 3d. Yet even during the severe economic distress of the years 1841-43, the rise in public relief was modest.[30]

Doubtless private charity in the form of soup kitchens, shelters, and collections taken up by and distributed through the churches or public authorities, alleviated some of the misery. Benevolent agencies did multiply during this period, so much so that a trend toward their centralization began. There are, unfortunately, no statistics on what these agencies expended for relief, either in total amounts, or by classification. The sum spent by the Metropolitan Visiting and Relief Association, somewhat over £30,000 in a five-year period, may provide some indication that voluntary charities were not over-generous in their contributions.[31]

The New Poor Law has been defended on at least two major counts. First, it provided firmer guidelines for administration of relief and thus lessened the alleged "abuses" which had crept into the parochial system. Second, its administrators in London became increasingly aware of the need for broader social reforms, such as better medical care, improved housing, and sanitation.[32] Nevertheless, the conclusion seems unmistakable that the reform of 1834 was a backward step. The very permissiveness of the Old Poor Law--laxness of administration, if you will--tended to favor the needy, even if able-bodied. The Old Poor Law had envisioned putting the poor to work on something useful. The workhouse was raised up in the New Poor Law to terrorize the unemployed, to "test" a man's desire to support himself and his family. Contemporary thought had it that a man would do "anything" to avoid putting himself and his family in the workhouse.

Perhaps more pernicious in the long-run was the doctrine of "less eligibility"--that which held that no matter what the need, assistance must be less than the lowest wage. It was not the intention of the framers of the law that this principle be extended to the helpless poor--indeed the aged were supposed to be given some extra comforts and children to be educated. But the public had been led to believe by the reformers that an all-important objective in the salvation of society lay in reducing the poor rates and that legislation had been passed to effect this purpose. Since the vast majority of those receiving relief were unable to work, the rates would have undoubtedly risen had the professed intentions of the reformers been carried out. Thus the principle of less eligibility, which amounts to the principle of making life more mi-

serable, was perforce extended to all those poor who were dependent upon public assistance.[33]

During the period under review--from the high Middle Ages to the mid-19th Century--the English people exhibited a marked change in attitude toward poverty and dependency. Although the Medieval canonists distinguished various categories of persons who would be the most likely recipients of poor relief, in the final analysis, evidence of need overrode all other considerations. There was, furthermore, the common assumption that, generally speaking, need arose as a result of misfortune for which society, in an act of justice, must assume responsibility. The individual's right to assistance was early and firmly established.

The Elizabethan Poor Law, written with an eye toward preserving order in case of economic crisis, endorsed this right as an ultimate charge upon the secular authority. Separating the destitute from the criminal, the Old Poor Law acknowledged the presence of involuntary unemployment. Particularly when set in the context of its time, the Elizabethan Poor Law was notable for its breadth and permissiveness.

It was late in the 17th Century when the pursuit of wealth became a moral virtue, that dependency became a vice. Even so, the evidence shows a tendency to adopt a humane stance. Thus the Law of Settlement and Removal was capable of causing distress much greater than actually occurred, due to a planned failure to enforce it. And while arguments favoring workhouses persisted, relief at home remained the most common means of providing for the poor.

It would seem, indeed, that this very humaneness, which undoubtedly led to an increase in the per capita poor rates, aroused the reformers of 1834. Their implication that the able-bodied, brought to destitution by individual fault, made up the vast majority of dependents was no less influential for its being erroneous. In great measure such conclusions reflected a set of mind which, by ignoring the facts of the industrial revolution, justified the insecurities created by it.

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NOTE

The Economics of Adoption

Public welfare agencies throughout the United States placed an estimated 18,600 children for adoption in 1964. The benefits of adoption for the adopted child and the adopting parents are, of course, evident; the human and social values of adoption scarcely need documentation. What is not always appreciated, however, is the economic benefit to the public at large that accrues from adoption service, a benefit which derives from the fact that the adopting parents usually assume total responsibility for the care and upbringing of the child.

Most children adopted by non-relatives are of illegitimate birth. In 1964, for example, 83 percent of this group of children were illegitimate. Furthermore, the natural families of those adopted children who were not of illegitimate birth can be presumed to have disintegrated or the home environments can be presumed to have become damaging for children. This background, either of illegitimate birth or of damaging family circumstances, means that some form of public service and support during childhood and youth would become necessary if these children were not adopted. It is this potential economic drain upon public sources of support that adoption service renders unnecessary. Can we arrive at an estimate of this cost?

In order to do so we shall have to make some assumptions. The absence of perfect measures, however, should not deter the making of at least rough estimates.

A very crude estimate of the cost of caring for and rearing a child for one year is $1,000, an amount many American parents would scarcely consider excessive.[1] Using this figure as a basis, the cost to adopting parents of rearing a child from birth to his eighteenth birthday will total $18,000. Not all children, of course, are adopted at birth, although most are placed for adoption at a very young age. In 1964, for example, 70 percent of the 18,600 children placed by public welfare agencies were under one year of age. For those parents adopting children in 1964, we may estimate that the total cost of rearing them to their eighteenth birthday will amount to $311 million.[2]

Not all of this sum would necessarily be borne by the public if the children were not adopted. It is possible that many unmarried mothers, or the natural families of the children, would rear them if adoption was not a possible alternative. Unfortunately, the data available do not provide a satisfactory basis for estimating how many of the children might be reared by their own mothers or their families

[1] *This crude estimate is used by Seymour Melman in his recent book "Our Depleted Society." An estimate prepared by the Institute of Life Insurance (New York) averages above $1,300 per year.*

[2] *We are referring to adopting parents who received a child from a public welfare agency. We shall refer later to adoptions arranged by voluntary agencies. Only non-relative adoptions (adoptions by parents not related to the child) are considered here.*

without public support. It is certain, however, that some of the children for some part of their childhood and youth would become dependent upon public sources of support, either in the form of public assistance or of foster care placement. We do not know what proportion would become so dependent, or for what period of their childhood and youth this dependence would be necessary.

In the absence of specific knowledge, we shall make what appears to be a modest estimate by assuming that only one-fourth of the total economic cost of $311 million assumed by the adopting parents would fall to the public if the children were not adopted. On this assumption, the cost that would be incurred by the public for this group of children during the years of their childhood amounts to $78 million.[3]

Some may question whether the expense to the public per child would be as large as we have assumed it to be for the adopting parents ($1,000 a year). For those children who would have to be placed in foster care this estimate is conservative, if we consider not only the cost of caring for and maintaining them but also the cost to the public of providing foster care services. For children who would have become dependent upon public assistance, the $1,000 figure does appear high since current levels of assistance payments are extremely modest. The average payment per recipient in the Aid to Families with Dependent Children program, for example, amounts to about $411 per year. To this, however, must be added the cost of providing public assistance services and all other costs not contained in the assistance payment, but even these additions would not bring the average expenditure per child up to $1,000.

We must now balance the economic benefit accruing from adoption service against the cost of providing this service. This cost, for all practical purposes, may be assumed to be a "one-time" cost--that is, once an adoptive home is found, a child placed, and the home supervised for the required period, the service ends when the adoption is consummated, although counseling services may continue with the adopting parents for a time after this.

National figures are not available on what it costs public welfare agencies to provide adoption services. Before attempting to measure this outlay we first have to decide just what we mean by the term "adoption service." For some purposes, this can be taken to mean only the cost of finding an adoptive home, placing the child, and supervising the home for a period until the adoption is final. For other purposes, however, the cost of adoption can be defined to include all the additional prior expenses associated with serving the unmarried mother as well as caring for her child (sometimes in foster care) before adoption.

If adoption service is defined to include services to the unmarried mother, the cost will be well above the figure that would be arrived at if the narrower definition is employed. Assuming the former of these alternative ways of assessing the cost of adoption service, we shall make a crude estimate (which may be too high) that this cost to public welfare agencies is $1,500 per child placed for adoption. We may then calculate the cost of providing adoption services for the 18,600 children placed for adoption in 1964 at $28 million.[4] Since the eventual economic benefit to the public accruing from adoption services in 1964 was calculated to be $78 million, we may deduct $28 million from this amount to allow for the cost of providing adoption services, leaving a net benefit to the public of $50 million.

This estimate measures only the net benefit of one year's service provided by the public welfare agencies. Every year, of course, a new group of children is placed for adoption and every year, therefore, an additional economic benefit

[3] *If, as some may think, one-half is a more realistic estimate than one-fourth, the cost would double ($156 million). It can also be argued that the full cost (and not a fraction such as one-fourth or one-half) should be used because adoption was considered the best plan for the children and parental rights were, in fact, terminated.*

[4] *If we used the narrower definition of adoption service, this cost would be reduced by at least one-half.*

accrues from the services provided during that year. The number of children placed each year by public welfare agencies has, in fact, been rising.

Too often public welfare services are looked at from the standpoint of their economic costs and not from the standpoint of their economic benefits. This is natural perhaps since these services have their main justification not in monetary terms but in terms of human and social values. It is nevertheless worthy of attention that these services, as the case of adoption makes clear, may--and actually do--have significant economic benefits for society as a whole.[5]

[5] *A procedure comparable to that described for public agencies can be carried out for the 29,400 children placed for adoption by voluntary agencies in 1964. The results follow: cost to adopting parents of rearing children to age 18, $515 million; potential cost to the public if these children had not been adopted, $129 million; cost of providing adoption services, $44 million; net benefit to the public, $85 million.*

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Antidelinquency Project Measures Effectiveness of Volunteers

A year-long demonstration program to test the effectiveness of volunteer workers in a variety of antidelinquency programs has just been launched by the Probation Department of the Boulder, Colorado, District Court's Juvenile Division, under a Federal grant of $84,031. The award was made by the Office of Juvenile Delinquency and Youth Development of the Welfare Administration, U.S. Department of Health, Education, and Welfare.

Volunteers are serving in such diverse assignments as counselors for juvenile probationers, discussion leaders at sessions involving adolescents and adults, assistant probation officers, and report writers. Their duties range from working with schools to making contacts with the police and other agencies dealing with youth.

Among the volunteers now enrolled in the program are University of Colorado upperclassmen and graduate students majoring in sociology and criminology.

An interesting aspect of the student involvement will be a so-called "satellite program" this summer which will enable students to serve as assistant probation officers in selected juvenile court jurisdictions throughout the State. This program will provide an opportunity of broadening the project's goal of testing and evaluating the concept of the use of volunteers, as well as an orientation and field experience for potential new workers in the corrections field.

A major objective of the new program is to evaluate what impact volunteer workers, when used in a variety of capacities, can have on probation services.

Welfare Administration officials believe that the project has implications for adaptation by probation departments of juvenile courts throughout the country, particularly in small-and medium-size cities, as well as the rapidly expanding suburbs.

Statistical Programs of the Welfare Administration

For the recent National Conference on Comparative Statistics sponsored by the National Governors Conference and Council of State Governments, a report on statistical programs[1] was prepared by the Office of Statistical Standards, Bureau of the Budget, Executive Office of the President. Eight governmental agencies which have statistical programs involving Federal, State and local interests were asked to prepare background papers highlighting the program arrangements which have developed over the years as well as some of the problems of uniform statistical reporting.

This article on the various statistical reporting programs of the Welfare Administration presents the original working paper which was summarized for inclusion in the conference background report.

Comprehensive and valid data on fiscal expenditures and program operations are essential to State and local officials who must make policy decisions concerning the allocation of resources to social welfare programs.

Statistical systems should meet the needs for fiscal accountability, program planning, and evaluation and assessment of program effectiveness. No statistical system fully meets all of these objectives, but that is the goal.

Fiscal accountability has been a primary purpose of statistical reporting. However, with growing recognition of the importance of accountability for program objectives, statistical reporting has also been placing increasing emphasis on the collection of information related to progressive changes in social status which reflect improvement or gains in social and economic development. Statistical reporting systems which accurately reflect changes in the economic and social order contribute to the development of sound and informed public policy.

States, counties, and local agencies vary widely in the volume and type of social welfare statistics collected. Federal reporting requirements for State and local welfare programs are designed to obtain the data necessary to carry out legislated responsibilities for grants-in-aid to States. But States and localities also collect additional information required for effective administration of their programs, and many governmental units collect detailed statistics relevant to local problems and State requirements.

The agencies within the Welfare Administration have a long history of statistical reporting. The first efforts in quantification of national social welfare programs and expenditures were systematically developed by the Children's Bureau in 1932.

Included in this description of five statistical reporting programs within the Welfare Administration are the arrangements which have been developed for obtaining State and local statistics, and some of the problems faced in the development of uniform standards.

Juvenile Delinquency (Children's Bureau)

Annual reports, national in scope, are collected on children's cases handled by juvenile courts and on public institutions for delinquent children. Included is information on the number of children served and staff employed and data on expenditures by public institutions for delinquent children. The reporting forms are usually designed and developed with the advice and assistance of representatives of State and local agencies. Reporting is voluntary on the part of State agencies or by local

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[1] *Federal-State-Local Cooperative Arrangements in Statistics-Statements on Programs and Problems of Federal-State-Local Cooperative Arrangements for Selected Statistical Activities Working Paper No. 1. Office of Statistical Standards, Feb. 1966.*

agencies where a State agency does not participate.

Special studies, such as those of waiver of delinquency cases from juvenile courts to adult criminal courts, usually involve data collected directly from local agencies.

Reporting programs are under constant review. To improve existing programs and to develop new reporting techniques participation by the appropriate agencies is encouraged through staff consultation as available, attendance at conferences called by the Children's Bureau and at national conferences.

Perhaps the single most important problem in maintaining standardization of data is the wide variation in State laws dealing with juvenile delinquency including, for example, differences among States on the age at which a person is considered a juvenile.

Child Welfare (Children's Bureau)

A number of periodic statistical reports (usually annual) are collected by the Children's Bureau from State departments of public welfare. Included are statistics on children served by public and voluntary child welfare agencies and institutions, adoptions, day care services and facilities, personnel and public expenditures for child welfare services, and staff development programs of public welfare agencies.

The State departments of welfare, in turn, collect reports from local departments of welfare; voluntary child-caring agencies and institutions; public, voluntary and proprietary day care facilities; courts handling adoption proceedings; and other public agencies and institutions. The Children's Bureau usually does not secure information directly from local agencies; its entire reporting program is channeled through the State agencies. The periodic statistical reporting program is supplemented from time to time by special studies that are also carried on cooperatively with the State agencies.

The Children's Bureau secures consultation and assistance from representatives of State and local departments of public welfare in developing and, as necessary, revising its statistical reporting program. To the extent that the Bureau's staff resources permit, consultation is provided to the State agencies by the Bureau's central office and regional staff. Federal grant-in-aid funds for child welfare services and training funds may be used by State and local agencies for the employment of research and statistical staff and for the training of this staff. The Children's Bureau, jointly with other units of the Welfare Administration, works cooperatively with State agencies in efforts to advance the standards of statistical reporting and research in State and local agencies. Among other activities the Children's Bureau participates in the biennial workshop which is conducted for State directors of research and statistics. Orientation is provided from time to time to newly employed directors.

Several important problems arise in reporting child welfare statistics: there is a lack of standardization of certain basic concepts and terms such as the definition of a "case," or the definition of a "child welfare service." There are variations in the State laws which limit the standardization of statistical data. For example, the specific legal meaning of a "foster family home" or a "day care center" varies somewhat from State to State. Also, State patterns of organization and administration of child welfare services differ considerably.

Child Health (Children's Bureau)

Annual reports on maternal and child health services by State and local public health agencies, on physician services to crippled children, and on children served under the Regional Heart Program are published by the Children's Bureau. Reporting is done by the State or local health agency. Other reporting systems are being developed to obtain information on various child health programs authorized by the 1963 and 1965 amendments to the Social Security Act.

At the request of State agencies,

Children's Bureau staff provide consultation and assistance. New reporting systems or revision of existing systems are developed in conferences between State officials and Bureau staff.

Comparability of data is affected by variations in State programs and by differing rates of adoption of new medical practices among the States.

Public Assistance (Bureau of Family Services)

The first Federal-State programs for public assistance--old-age assistance, aid to the blind, and aid to families with dependent children (originally aid to dependent children)--were set up under the Social Security Act of 1935, and some States began operations in February 1936. Amendments to the Social Security Act added public assistance programs for the permanently and totally disabled and medical assistance for the aged and extended coverage of aid to families with dependent children to families with dependent children of unemployed parents. The 1965 amendments added Title XIX to the Social Security Act, under which States may, with Federal financial participation, provide for medical care under a single program for all groups covered for maintenance assistance under other public assistance titles of the Act and other medically needy families and individuals.

The statistical reporting program for public assistance began with collection of data for February 1936, the first month of program operation under the public assistance titles of the Social Security Act.

The basic source of information about the public assistance programs is a system of continuing, periodic statistical reports, yielding Nationwide data collected from basic records and procedures of the public assistance program operation in each State. Subject areas covered by the reports include trends in recipients of public assistance and in assistance payments for maintenance and medical care; movement of applicants and recipients into and out of the programs (including agency reasons for opening and closing cases for assistance); social services provided by the public assistance agency; utilization and cost of medical care provided from public assistance funds; expenditures and sources of funds for public assistance programs (including State and local tax sources used); State and local personnel employed in administering the programs; staff development programs of State public assistance agencies; and the relationship of public assistance to the other programs providing income maintenance, work training, and social services (e.g. Old-age, Survivors, and Disability Insurance and Manpower Development and Training Act programs).

The content of the statistical reports is designed to reflect both the provisions of the public assistance titles of the Social Security Act that are commonly applicable to all State programs for public assistance and the variations among States in areas of program definition and administration that the Social Security Act leaves to State option.

The system of periodic statistical reports is supplemented by periodic surveys of assistance recipients and by special research and statistical studies. The periodic surveys of assistance recipients, collected every two to four years, cover demographic and program-related characteristics of the families and individuals and their economic circumstances. Special studies have been conducted on employees of public assistance agencies covering their education, experience, workloads, and working conditions. Statistical data for such surveys and special studies also come from basic operating records of the public assistance agencies, supplemented as necessary and feasible by mail questionnaires which are completed by study or survey respondents.

Coordination and uniform standards of reporting of statistical data by the more than 50 agencies in the States and other jurisdictions participating in the statistical reporting system are achieved through centralized Federal design, definitions, and instructions for reporting; consultation by Federal regional research staff; and regional training meetings for research and statistical staff of State public assistance agencies.

Cuban Refugee Program

When it became necessary for the Federal Government to lend assistance to local authorities in Dade County, Florida, for the resettlement of the Cuban refugees, a statistical system was developed to analyze data on the Cuban caseload. Automatic data processing equipment has been the key to the rapid availability of essential information in this program. For example, characteristics of the some 50,000 refugees receiving public assistance has been collated for continuing review. Compilation of these data assists the Refugee Center in Miami and appropriate agencies in resettling the refugees.

The Cuban Refugee Program is using data-processing equipment to record (1) the requests of persons in the United States claiming relatives in Cuba; (2) the names of persons the Cuban government is willing to allow to leave the country (names furnished U.S. Government through Swiss Embassy in Havana); and (3) the names of persons in Cuba U.S. security services have cleared for entry.

Problems in Statistical Reporting

An efficient statistical reporting system must meet at least five criteria. The system must provide broad coverage; it should obtain information that is significant for the program; the information should be accurate and comparable among the various reporting units and should be available in time to be of maximum value to potential users.

In a reporting system involving Federal-State relations, it is essential that the system take into account differences among States in laws, regulations, and the organization and administration of programs. In cases where specific information is uniformly required by law there may be no problem of comparability. But in cases where reporting is voluntary or where concepts and definitions vary, comparability of statistics may be a serious problem. For example, the differing legal definitions in the area of juvenile delinquency create problems of comparability.

An obvious point that is sometimes overlooked concerns the interpretation of data. It is not enough to "let the data speak for themselves"; there is also the responsibility of seeing that statistical reports are intelligible, that reasons for noncomparability are clearly stated, and that any limitations of the information are made explicit.

The Federal-State-local partnership in statistical reporting requires the constant attention of each partner. The Welfare Administration is very conscious of the need to avoid unnecessary statistical demands, time-pressured deadlines, and reports that place an excessive burden on reporting agencies. This problem is partly alleviated by continuous scrutiny of the demands for Federal statistics; by advance notice of pending inquiries; by providing consultation and assistance; and by making data processing services available to the smaller, less well-equipped reporting units.

New reporting required by legislation, revision of reporting forms, guidance in the use of modern data processing equipment, and the complex task of monitoring statistical programs constitute part of the ongoing statistical responsibilities of the Welfare Administration.

The various statistical programs are basic to the day-to-day conduct of social welfare programs; they are equally important for planning. We are in need of a central mechanism which will bring together on a national basis statistical series on social problems handled, services rendered, and expenditures of the various voluntary social welfare programs so that when added to public welfare data, there will be comprehensive National social statistics.

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Experiences of the Unwed Mother as a Parent

The need for suitable living quarters at rents they can afford is one of the most pressing problems faced by unwed mothers in New York City who elected to keep their first child. This is one of the major conclusions reported by Mignon Sauber and Elaine Rubinstein in their recent study.*

Recommendations made by the authors to assist these unmarried mothers include, in addition to satisfactory housing, the need for more adequate income maintenance payments; revision of educational policies to permit unwed mothers to complete high school; providing facilities for child care so that the mother may have an opportunity to become fully employed; and a suggestion for establishing a multi-service facility to provide the various social services required by these mothers.

The research on which these recommendations are based involved a series of personal interviews with a group of 321 women selected from a stratified probability sample of New York City hospitals. It is estimated that the group of mothers studied accounts for about 35 percent of all women bearing children out of wedlock in New York City each year. The initial interviewing period for the study ranged from October 1962 to February 1963, and three follow-up interviews were conducted at six month intervals during the first 18 months of the baby's life.

Statistical comparisons showed that the 262 women (82 percent) included in the follow-up did not differ significantly from all women initially interviewed. The authors are careful to point out that the sample of unwed mothers studied--those who had borne their first child out of wedlock and who decided to keep the child rather than place it for adoption--differs significantly from samples of all unwed mothers.

The unwed mothers were relatively young--over half were under 20 years of age. On the average, the putative fathers were somewhat older than the mothers--the median age of the fathers was 23.1 years compared with 19.8 for the mothers. Over half of the mothers had known the baby's father for at least two years at the time of the baby's birth. In approximately one fourth of the cases, both the mother and father were teenagers.

The authors emphasize that the proportion of all unmarried mothers who keep their child is much lower among white than among Negro or Puerto Rican unmarried mothers. In fact, only 11 percent of the unmarried mothers of the Sauber-Rubinstein study were white, about two-thirds were Negro, and the remainder were Puerto Rican (either born in Puerto Rico or having at least one parent born in Puerto Rico). About 4 women out of 10 were high school dropouts, but discontinuance of school was not related to the advent of pregnancy.

By the time of the third follow-up interview, 18 months after the birth of the child, 26 percent of the mothers were married, and most of these had married the putative father. About 4 out of 10 of the women included in the follow-up study reported a second pregnancy, and nearly one quarter were pregnant and unmarried when the third follow-up interview was conducted. Almost all (96 percent) of the women said they would still make the same decision about keeping their child, even if given the opportunity to place it for adoption.

The women were a highly mobile group--7 out of 10 had changed living

*"*Experiences of the Unwed Mother as a Parent.*" *A longitudinal study of unmarried mothers who keep their first-born. Mignon Sauber and Elaine Rubinstein, Community Council of Greater New York, 1965. The research (Project number 059) was supported under the Cooperative Research and Demonstration Grants Program of the Welfare Administration and Social Security Administration. Requests for additional information or copies of the report should be addressed to the authors.*

quarters at least once during the 18-month study period and 40 percent had moved more than once. About half of those who moved did so to escape already overcrowded housing which was totally inadequate to accommodate the new baby. The authors point to the housing dilemma: "Although most of the women moved in order to escape serious housing problems, a large number of them were actually unable to do so; the new housing had the same, or different but equally serious, problems." Other reasons for moving included rent increases, the desire to be closer to family, friends, or the putative father, or the desire to escape the discord of their former households.

The main source of financial support for the unwed mothers was funds from their families or from the putative fathers, and most women had combined sources of support in the follow-up period. Although 4 out of 10 of the study population received public assistance at some time during the 18-month period, only 13 percent were solely supported by public assistance at any one period of time, and only 3 percent had been completely dependent on public assistance over the 18-month period. For about a fourth of all the women who had received any public assistance during the period, the duration of such aid was less than six months.

At the time the children were a year and a half old, three-quarters of the fathers who were in the employed civilian labor force were contributing to the support of the child, even though the majority of the fathers were earning less than $100 a week. About a third of the mothers were employed when the baby was 18 months old and two thirds of this group had started working before the baby was six months old. Their average weekly income ranged between $50 and $74, but most of the private household workers earned less than $25 a week. The women saw lack of education and lack of experience as the most serious obstacles to employment; the problem of providing adequate care for the child was considered to be the next most serious obstacle.

When asked about the services they required, almost half of the women expressed the need for better and less expensive housing. A third of the women reported the need for additional financial help.

The study also points up how judgments differed, the mothers viewing their own conditions in one light, the interviewers--most of whom were trained social workers--looking at the problems the mothers faced in quite another. For example, although 28 percent of the women, soon after the baby's birth, expressed the opinion that they had no problems at all, the interviewers felt that in only 13 percent of the cases did circumstances warrant such a judgment. Where the mothers themselves saw housing inadequacy as their most serious problem, the interviewers very often felt that casework or counseling help was most needed.

Sauber and Rubinstein conclude by discussing some of the implications of their research. "Paramount among the needs revealed by the study is the need for more adequate housing. What is indicated is not just an increase in the number of suitable living quarters at a rental these women can afford, (although such a housing expansion is clearly required,) but help in other aspects of housing as well. Three main needs emerge: (1) more vigorous enforcement of the codes applicable to the buildings in which these women live; (2) a process by which these women can be assured of legal assistance to gain a fair hearing for their grievances about their present quarters; and (3) assistance in locating adequate housing within their means and such assistance should include aid in obtaining equitable treatment with other mothers with children who seek public housing project apartments.

"Coupled with the basic requirement for more adequate housing is the need for more adequate income for basic maintenance. Since it is the public assistance recipients who appear to be having the greatest difficulty managing on their income there is an avenue for improving at least their financial situation through more liberalized assistance payments."

Program and Operating Statistics

Public Assistance in December 1965

In December 1965, 8.2 million persons received public assistance, an increase of 133,000 persons or 1.7 percent from December 1964. Decreases under old-age assistance, aid to the blind, and general assistance were more than offset by increases in medical assistance for the aged, aid to the permanently and totally disabled, and aid to families with dependent children. An increase of nearly 165,000 occurred in the number of persons receiving aid to families with dependent children.

The December 1965 recipient totals were higher than those for the previous month for all programs except old-age assistance and aid to the blind. Such increases amounted to 1,400 for medical assistance for the aged; 4,100 for aid to the permanently and totally disabled; 63,900 for aid to families with dependent children; and 36,300 for general assistance. Total assistance payments were higher than in November for all programs except old-age assistance, and the average payment per recipient was larger for all programs except old-age assistance and general assistance.

Nebraska put into effect in December the unemployed-parent provision of aid to families with dependent children, bringing to 19 the number of States that have extended their programs to cover families in need because of a parent's unemployment. Of the 4,457,000 recipients of aid to families with dependent children in December, 359,000 or 8.1 percent were in families comprising the unemployed-parent segment of the program.

In aid to families with dependent children, effective with December payments, Mississippi made a reduction in the already very low payments in order to stay within expenditure limits imposed by the size of the State's appropriation for this program. The effect of this reduction was partly offset by an increase in budgetary allowances of $5 per recipient, to be applied as families are approved for assistance or their continuing eligibility is redetermined. The average payment per recipient in aid to families with dependent children decreased from $9.15 in November to $8.16 in December. Mississippi also increased by $5 per recipient its budgetary allowances for old-age assistance, aid to the blind, and aid to the permanently and totally disabled, but these increases were made effective for all recipients as of December 1, 1965. This action resulted in an increase of about $2.40 in the average payment per recipient under each of these programs for adults.

The maximum monthly payment permitted was increased in December in Maine for aid to families with dependent children and in Pennsylvania for aid to the blind. In California, by legislative enactment, cost of living increases of $2 for old-age assistance and $3 for aid to the blind were made effective December 1, 1965. Under California's program for aid to families with dependent children, the definition of deprivation due to unemployment of a parent was liberalized to include as part-time employment, employment which normally affords less than 173 hours of regular, paid work per month. The effect of this change and of a seasonal increase in unemployment in the State are reflected in the increase in December of 23,700 or 29.5 percent in the unemployed-parent segment of aid to families with dependent children.

Table 1. Number of recipients of public assistance in the United States, by month, December 1964-December 1965 1/

[Except for general assistance, includes cases receiving only vendor payments for medical care]

Year and month	Old-age assistance 2/	Medical assistance for the aged 2/	Aid to the blind 2/	Aid to the permanently and totally disabled 2/	Aid to families with dependent children			General assistance 4/	
					Families	Total recipients 3/	Children	Cases	Recipients
	Number of recipients								
1964									
December....	2,159,015	225,303	96,438	527,499	1,029,948	4,292,323	3,220,591	346,000	779,000
1965									
January.....	2,154,586	227,577	96,155	534,602	1,046,971	4,371,936	3,274,859	352,000	808,000
February....	2,150,290	228,078	95,834	534,276	1,056,145	4,424,029	3,311,726	353,000	801,000
March.....	2,151,542	244,551	96,194	540,394	1,073,033	4,491,840	3,360,553	359,000	809,000
April.....	2,152,250	257,368	95,524	545,287	1,076,063	4,505,878	3,374,921	345,000	760,000
May.....	2,150,606	258,839	95,503	549,895	1,069,668	4,469,527	3,352,294	325,000	689,000
June.....	2,149,220	267,996	95,350	555,594	1,062,802	4,429,038	3,325,987	318,000	664,000
July.....	2,144,949	265,664	95,170	559,285	1,052,525	4,377,100	3,291,501	306,000	643,000
August.....	2,144,534	266,274	95,135	563,111	1,053,894	4,388,155	3,296,511	315,000	665,000
September...	2,140,172	275,483	94,964	565,588	1,053,409	4,378,513	3,295,589	305,000	649,000
October.....	2,126,058	271,359	94,647	567,148	1,052,100	4,369,875	3,293,039	298,000	631,000
November....	2,129,103	277,953	94,646	571,147	1,056,521	4,393,067	3,311,929	300,000	641,000
December....	2,127,179	279,345	94,576	575,245	1,069,316	4,456,995	3,358,112	310,000	677,000
	Percentage change from previous month								
1964									
December....	-0.1	+4.7	(5/)	+1.1	+2.0	+2.3	+2.2	+7.4	+10.9
1965									
January.....	-.2	+1.0	-.3	+1.3	+1.7	+1.9	+1.7	+1.8	+3.7
February....	-.2	+.2	-.3	-.1	+.9	+1.2	+1.1	+.1	-.9
March.....	+.1	+7.2	+.4	+1.1	+1.6	+1.5	+1.5	+1.9	+1.0
April.....	(5/)	+5.2	-.7	+.9	+.3	+.3	+.4	-3.8	-6.1
May.....	-.1	+.6	(6/)	+.8	-.6	-.8	-.7	-5.8	-9.3
June.....	-.1	+3.5	-.2	+1.0	-.6	-.9	-.8	-2.4	-3.6
July.....	-.2	-.9	-.2	+.7	-1.0	-1.2	-1.0	-3.6	-3.2
August.....	(6/)	+.2	(6/)	+.7	+.1	+.3	+.2	+2.7	+3.4
September...	-.2	+3.5	-.2	+.4	(6/)	-.2	(6/)	-3.1	-2.4
October.....	-.7	-1.5	-.3	+.3	-.1	-.2	-.1	-2.2	-2.8
November....	+.1	+2.4	(6/)	+.7	+.4	+.5	+.6	+.6	+1.6
December....	-.1	+.5	-.1	+.7	+1.2	+1.5	+1.4	+3.4	+5.7

1/ All data subject to revision. 2/ Represents data for recipients of the specified type of assistance under separate State programs and under State programs for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged. 3/ Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance. 4/ Partly estimated. Excludes Idaho, Indiana, and Nebraska; data not available. 5/ Increase of less than 0.05 percent. 6/ Decrease of less than 0.05 percent.

Table 2. Amount of public assistance payments in the United States, by month, December 1964-December 1965 1/

[Except for general assistance, includes vendor payments for medical care]

Year and month	Total 2/	Old-age assistance 3/	Medical assistance for the aged 3/	Aid to the blind 3/	Aid to the permanently and totally disabled 3/	Aid to families with dependent children	General assistance 4/
	Amount of assistance						
1964							
December	$444,984,000	$170,316,837	$44,355,354	$8,271,899	$42,514,587	$145,182,490	$23,743,000
1965							
January	442,208,000	169,149,172	43,848,997	8,275,409	42,486,266	145,748,741	23,219,000
February	446,520,000	170,189,513	42,535,323	8,267,896	43,302,081	148,891,335	23,452,000
March	460,853,000	172,509,810	45,590,162	8,372,511	45,391,949	154,259,544	24,327,000
April	466,259,000	173,958,876	49,840,447	8,315,290	45,629,477	154,713,449	23,263,000
May	458,019,000	171,419,966	49,438,614	8,263,025	45,913,627	152,033,192	21,312,000
June	459,850,000	172,862,075	50,852,533	8,392,761	47,063,386	149,814,741	20,789,000
July	454,598,000	171,599,365	49,228,830	8,283,765	46,671,830	148,815,802	20,183,000
August	459,086,000	171,834,044	50,340,882	8,282,226	48,162,429	150,496,685	20,239,000
September	463,457,000	170,395,643	51,970,270	8,440,044	47,886,157	154,976,542	20,755,000
October	457,428,000	168,348,580	50,000,447	8,443,089	49,013,402	152,707,158	19,979,000
November	466,089,000	171,401,898	52,144,916	8,476,967	49,514,526	154,211,471	20,374,000
December	471,075,000	169,894,893	53,000,303	8,700,972	50,201,794	158,356,820	21,397,000
	Percentage change from previous month						
1964							
December	+3.9	+0.8	+11.0	+0.9	+3.0	+4.2	+11.4
1965							
January	-.6	-.7	-1.1	(5/)	-.1	+.4	-2.2
February	+1.0	+.6	-3.0	-.1	+1.9	+2.2	+1.0
March	+3.2	+1.4	+7.2	+1.3	+4.8	+3.6	+3.7
April	+1.2	+.8	+9.3	-.7	+.5	+.3	-4.4
May	-1.8	-1.5	-.8	-.6	+.6	-1.7	-8.4
June	+.4	+.8	+2.9	+1.6	+2.5	-1.5	-2.5
July	-1.1	-.7	-3.2	-1.3	-.8	-.7	-2.9
August	+1.0	+.1	+2.3	(6/)	+3.2	+1.1	+.3
September	+1.0	-.8	+3.2	+1.9	-.6	+3.0	+2.6
October	-1.3	-1.2	-3.8	(5/)	+2.4	-1.5	-3.7
November	+1.9	+1.8	+4.3	+.4	+1.0	+1.0	+2.0
December	+1.1	-.9	+1.6	+2.6	+1.4	+2.7	+5.0

1/ All data subject to revision. 2/ Total exceeds sum of columns because of inclusion of vendor payments for medical care from general assistance funds and from special medical funds; data for such expenditures partly estimated for some States. 3/ Represents data for payments to recipients of the specified type of assistance under separate State programs and under State programs for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged. 4/ Partly estimated. Excludes Idaho, Indiana, and Nebraska; data not available. 5/ Increase of less than 0.05 percent. 6/ Decrease of less than 0.05 percent.

Table 3. Old-age assistance: Recipients and payments to recipients, by State, December 1965 1/

/Includes vendor payments for medical care and cases receiving only such payments/

State	Number of recipients	Payments to recipients		Percentage change from--			
		Total amount	Average	November 1965 in--		December 1964 in--	
				Number	Amount	Number	Amount
Total 2/...	2,127,179	$169,894,893	$79.87	-0.1	-0.9	-1.5	-0.2
Alabama.....	111,627	7,559,468	67.72	(3/)	+.7	+.4	+.6
Alaska 4/.....	1,375	5/ 127,497	92.72	+.7	-1.5	+.3	+14.3
Arizona.....	13,426	840,296	62.59	+.4	+.7	+1.0	-.2
Arkansas.....	60,097	3,888,979	64.71	(3/)	-.3	+2.0	+4.1
California.....	279,454	29,763,469	106.51	+1.2	-5.0	+2.2	-1.4
Colorado 2/.....	42,776	4,080,812	95.40	-.2	+2.5	-3.8	-.8
Connecticut.....	6,022	489,139	81.23	-2.0	-5.2	-15.7	-15.5
Delaware.....	1,455	93,901	64.54	-.3	-8.0	+4.2	+4.9
Dist. of Col....	2,316	204,836	88.44	+.1	-3.7	-3.8	-.1
Florida 4/.....	74,595	4,929,325	66.08	+.5	+6.8	+1.7	+3.8
Georgia.....	92,938	5,502,840	59.21	(6/)	+1.5	+.8	+4.1
Guam 7/.....	177	7,745	43.76	---	---	---	---
Hawaii 4/.....	1,324	138,847	104.87	+.2	+15.7	+13.5	+64.5
Idaho.....	3,961	304,755	76.94	-1.1	-.3	-11.0	-6.0
Illinois 4/.....	52,483	5,251,023	100.05	+2.1	+2.1	-7.5	-1.0
Indiana.....	21,818	2,029,564	93.02	-.6	+1.4	-4.8	+4.5
Iowa.....	26,375	2,574,505	97.61	(6/)	+1.5	-4.8	-.9
Kansas 4/.....	20,463	1,933,245	94.48	-.7	+.7	-7.0	-5.8
Kentucky 4/.....	59,403	3,666,006	61.71	-.2	-1.8	+2.3	+6.0
Louisiana.....	130,799	10,710,353	81.88	-.8	-3.8	(6/)	-3.5
Maine 4/.....	10,796	903,570	83.69	(3/)	+.1	-2.8	-1.4
Maryland 4/.....	10,294	963,631	93.61	+.9	+.6	+4.1	+33.6
Massachusetts...	50,832	4,856,760	95.55	(3/)	+2.9	-4.9	-5.1
Michigan.....	45,251	4,242,139	93.75	-6.4	-12.0	-8.3	-7.3
Minnesota.....	30,241	2,827,995	93.52	-1.2	-.9	-7.2	+1.3
Mississippi.....	73,196	2,996,087	40.93	+1.3	+7.6	-.1	+4.5
Missouri.....	99,870	6,946,027	69.55	-.4	-1.3	-2.6	-.7
Montana.....	4,201	350,080	83.33	-1.5	-3.0	-20.6	-8.1
Nebraska 4/.....	10,785	1,033,256	95.80	-2.9	+14.0	-13.8	-11.3
Nevada.....	2,341	194,744	83.19	+11.3	+30.8	-10.5	-15.8
New Hampshire...	4,299	471,604	109.70	-1.5	-6.2	-3.0	+4.0
New Jersey.....	13,980	1,263,338	90.37	-.1	+1.6	+.8	+11.6
New Mexico 4/...	10,013	787,197	78.62	-.9	-2.4	-5.4	-6.4
New York 4/8/...	57,161	5,472,802	95.74	(3/)	-.9	+1.1	+3.7
North Carolina..	42,318	2,685,257	63.45	-.2	+.2	-1.8	+2.2
North Dakota 4/.	4,908	494,117	100.68	+.1	+3.5	-6.5	+3.3
Ohio.....	80,791	7,272,209	90.01	-.1	-.9	-1.4	+1.7
Oklahoma 4/.....	82,017	7,895,998	96.27	(3/)	-.2	-1.4	-1.3
Oregon.....	9,709	706,243	72.74	-1.0	-3.8	-7.6	-5.8
Pennsylvania....	44,972	3,685,961	81.96	-.4	(6/)	-2.9	+2.9
Puerto Rico 4/..	28,570	281,497	9.85	-1.0	-.7	-7.9	-2.6
Rhode Island 4/.	5,506	539,892	98.06	-.5	+.2	-7.8	-4.4
South Carolina..	24,626	1,371,249	55.68	-.9	+.5	-4.2	+1.9
South Dakota....	6,421	593,807	92.48	-.6	-.4	-10.3	-2.4
Tennessee.....	44,738	2,672,925	59.75	-.1	-.3	-.7	+5.2
Texas.....	229,050	15,704,748	68.56	(6/)	+.3	-.5	-2.4
Utah.....	4,566	339,718	74.40	+.1	+6.7	-6.1	+1.8
Vermont 4/.....	5,267	482,295	91.57	-.3	+.7	-3.2	+2.6
Virgin Islands..	440	17,735	40.31	-.7	-1.3	-1.8	-3.8
Virginia.....	13,016	898,514	69.03	-.2	(6/)	-2.5	+5.7
Washington.....	30,741	2,518,199	81.92	-1.5	-.2	-6.3	-7.7
West Virginia...	13,815	759,604	54.98	-.6	-.2	-2.9	+7.3
Wisconsin.....	27,193	3,364,669	123.73	-1.1	+4.0	-6.0	+5.1
Wyoming.....	2,371	204,421	86.22	-.2	-3.1	-3.2	-2.3

1/ All data subject to revision. 2/ Includes 3,767 recipients aged 60-64 in Colorado and payments of $327,800 to these recipients. Such payments were made without Federal participation. 3/ Decrease of less than 0.05 percent. 4/ Represents aid to the aged under program for aid to the aged, blind, or disabled, or for such aid and medical assistance for the aged. 5/ In addition, supplemental payments from general assistance funds were made to recipients. 6/ Increase of less than 0.05 percent. 7/ Data for November; December data not received. 8/ Data for New York City partly estimated.

4. Medical assistance for the aged: Recipients and payments for recipients, by State, December 1965 1/

State	Number of recipients 2/	Payments to recipients		Percentage change from--			
		Total amount	Average	November 1965 in--		December 1964 in--	
				Number	Amount	Number	Amount
Total.....	279,345	$53,000,303	$189.73	+0.5	+1.6	+24.0	+19.5
...am.....	233	72,709	312.06	-3.7	-1.8	+18.9	+20.2
...nsas.....	3,146	203,650	64.73	-1.2	-.7	+14.1	+29.9
...fornia.....	38,818	10,710,128	275.91	+6.1	-12.0	+17.8	+6.2
...rado.....	5,280	3/ 1,067,451	202.17	+2.8	+6.8	+21.1	+28.3
...ecticut.....	7,518	3/ 1,458,915	194.06	-4.0	+3.9	+18.4	+14.7
...ware.....	146	18,454	126.40	-16.1	-15.1	(4/)	(4/)
... of Col.....	504	119,914	237.92	-43.2	-4.6	-39.7	-53.5
...da 5/.....	579	174,926	302.12	-34.1	-46.0	+63.1	+49.5
... 6/.....	23	2,475	(7/)	---	---	---	---
...i 5/.....	555	176,510	318.04	-21.9	-17.4	-20.9	-4.7
...o.....	2,714	401,612	147.98	+3.4	+4.0	+24.8	+33.6
...nois 5/.....	1,400	589,653	421.18	+15.1	+41.1	+1.5	+11.8
...ana.....	984	198,803	202.04	+9.1	+19.2	(4/)	(4/)
.....	4,648	388,147	83.51	-11.3	-26.7	-9.5	-27.5
...s 5/.....	3,453	3/ 552,400	159.98	+4.0	+4.2	+27.9	+39.0
...cky 5/.....	12,537	427,578	34.11	+1.3	+9.6	+30.2	+77.0
...iana.....	517	88,599	171.37	-10.4	-12.5	+.8	+.7
... 5/.....	493	115,549	234.38	+35.1	+29.6	+26.7	+16.3
...land 5/ 8/....	12,442	537,800	43.22	---	---	---	---
...achusetts.....	31,605	3/ 5,597,435	177.11	+.2	-1.5	+12.7	+16.8
...igan.....	5,784	2,273,035	392.99	-12.4	-13.8	-.6	+7.4
...esota.....	15,025	3/ 2,809,791	187.01	-.8	-1.2	+21.9	+12.8
...ana.....	1,734	324,356	187.06	+7.3	+12.8	(4/)	(4/)
...aska 5/.....	2,949	3/ 659,182	223.53	+16.7	+40.3	(9/)	(9/)
...da.....	87	1,029	11.83	(7/)	(7/)	(4/)	(4/)
...Hampshire.....	2,104	126,280	60.02	-10.4	+24.0	+54.1	+59.5
...Jersey.....	5,866	3/ 1,483,481	252.89	+.3	-.7	+9.5	+6.8
...Mexico 5/.....	53	18,334	345.92	(7/)	(7/)	(4/)	(4/)
...York 5/10/....	38,220	3/ 12,907,943	337.73	+6.3	+18.8	+11.5	+20.5
...h Carolina....	2,716	337,083	124.11	-9.9	+5.2	+283.1	+57.5
...h Dakota 5/...	11/ 1,509	3/ 344,354	228.20	+2.4	+1.1	+22.3	+30.3
...oma 5/.....	1,186	203,710	171.76	+18.2	+41.0	+16.8	+41.9
...on.....	4,183	615,449	147.13	-2.0	-2.7	+2.7	-.1
...sylvania.....	11,996	3,301,830	275.24	+3.6	+20.1	+16.5	+27.1
...to Rico 5/12/.	4,060	152,534	37.57	---	---	---	---
...e Island 5/...	10,532	631,374	59.95	+23.5	+17.5	(4/)	(4/)
...h Carolina....	1,324	231,332	174.72	+6.5	+3.1	+45.5	+30.4
...h Dakota.....	1,344	125,711	93.53	+5.5	+7.7	+173.7	+330.5
...essee.....	9,736	305,652	31.39	-7.1	-26.2	+39.9	+27.0
.....	2,424	279,551	115.33	-1.7	+7.7	+17.4	+17.9
...ont 5/.....	147	27,207	185.08	-16.0	-13.3	+25.6	-20.6
...in Islands....	427	4,377	10.25	-2.1	+41.9	(13/)	(13/)
...inia.....	3,965	273,127	68.88	-7.5	-10.6	+30.2	+49.8
...ington.....	10,925	1,562,616	143.03	+2.9	-.1	+10.0	+8.9
... Virginia.....	7,389	155,868	21.09	-36.9	-49.4	-33.4	-48.0
...onsin.....	6,037	921,424	152.63	+5.7	-4.2	+78.2	+62.3
...ing.....	28	20,965	(7/)	(7/)	(7/)	(7/)	(7/)

...l data subject to revision. 2/ Persons for whom vendor payments were made during the report month. 3/ Includes money payments not ...ject to Federal participation as follows: $26,520 in Colorado, $11 in Connecticut, $15,315 in Kansas, $97,050 in Massachusetts, $34,697 ...innesota, $14,763 in Nebraska, $7,673 in New Jersey, $53,180 in New York, and $3,006 in North Dakota. 4/ No program in operation in ...ber 1964. 5/ Represents medical assistance for the aged under program for aid to the aged, blind, or disabled or for such aid and ...cal assistance for the aged. 6/ Data for November; December data not received. 7/ Average payment not computed on base of fewer ... 50 recipients; percentage change on fewer than 100 recipients. 8/ Estimated. 9/ Not shown; increase of 1,000 percent or more ...Data for New York City partly estimated. 11/ Includes an unknown number of cases receiving only money payments. 12/ Represents ...pients and estimated payments for November; data for December not received. 13/ Program in operation but no payments made in ...ber 1964.

Table 5. Aid to the blind: Recipients and payments to recipients, by State, December 1965 1/

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from--			
		Total amount	Average	November 1965 in--		December 1964 in--	
				Number	Amount	Number	Amount
Total 2/...	94,576	$8,700,972	$92.00	-0.1	+2.6	-1.9	+5.2
Ala.	1,879	128,412	68.34	-.1	-.5	+3.0	+2.9
Alaska 3/	110	8,761	79.65	0	-2.0	0	-1.7
Ariz.	800	57,395	71.74	-1.2	-.5	-2.2	-2.2
Ark.	1,931	140,513	72.77	-.1	-.5	-.8	+.8
Calif. 2/	12,535	1,771,756	141.34	+.1	+5.5	(4/)	+4.6
Colo.	237	21,198	89.44	-.4	-2.5	-5.6	+4.9
Conn.	309	34,476	111.57	+1.0	-5.6	-1.3	+7.6
Del.	326	26,617	81.65	+.9	-5.7	+9.8	+3.1
Dist. of Col.	195	14,733	75.55	+2.6	-.3	-2.0	-1.6
Fla. 3/	2,591	175,010	67.55	+.3	+3.8	+.6	+1.8
Ga.	3,194	196,841	61.63	-.3	+2.1	-.3	+1.2
Guam 5/	6	180	(6/)	---	---	---	---
Hawaii 3/	73	8,519	116.70	(6/)	(6/)	(6/)	(6/)
Idaho	121	8,352	69.02	-3.2	-3.2	-9.7	-17.0
Ill. 3/	2,312	225,161	97.39	+.2	-1.9	-6.5	-3.3
Ind.	1,719	165,270	96.14	-.1	+10.3	-2.6	+5.3
Iowa	1,104	114,483	103.70	-.5	+1.8	-5.3	-3.2
Kans. 3/	484	51,416	106.23	0	+4.9	-6.0	+.8
Ky. 3/	2,517	177,053	70.34	+.9	-2.1	+1.7	+2.5
La.	2,684	214,900	80.07	-.5	-.5	-3.9	-5.2
Maine 3/	266	22,889	86.05	-4.3	-4.1	-15.6	-12.5
Md. 3/	382	33,653	88.10	+2.7	+.7	-.8	+7.9
Mass.	2,274	329,779	145.02	-.8	-6.8	-.7	+5.5
Mich.	1,636	147,998	90.46	-.2	-2.7	-2.9	-4.5
Minn.	1,063	129,202	121.54	-2.2	-.9	+1.6	+12.5
Miss.	2,522	117,834	46.72	0	+5.5	-6.6	-2.6
Mo. 2/	4,316	345,280	80.00	-.2	-.2	-3.1	+3.4
Mont.	224	16,418	73.29	+.4	-.7	-9.3	-23.6
Nebr. 3/	550	61,683	112.15	-2.3	+13.3	-13.1	-10.8
Nev.	161	17,409	108.13	+9.5	+9.8	0	-7.0
N. H.	247	27,508	111.37	-4.6	-7.9	-7.8	-4.2
N. J.	912	85,153	93.37	-.1	+.6	-3.6	+2.5
N. Mex. 3/	350	33,401	95.43	+.6	-.7	+2.6	+2.4
N. Y. 3/ 7/	3,151	379,086	120.31	+.7	+2.4	0	+7.8
N. C.	4,856	338,905	69.79	-.4	-3.4	-2.7	+2.3
N. Dak. 3/	82	8,924	108.83	(6/)	(6/)	(6/)	(6/)
Ohio	3,149	314,159	99.76	-.6	+12.6	-4.5	+9.2
Okla. 3/	1,620	200,792	123.95	-.1	-.8	-1.9	-.7
Oreg.	486	45,437	93.49	+.2	-3.6	+9.7	+13.8
Pa. 2/	17,513	1,614,035	92.16	+.3	+7.1	-1.4	+19.8
P. R. 3/	1,318	11,800	8.95	-.8	-.2	-5.7	-3.1
R. I. 3/	107	10,326	96.50	-1.8	-.6	+3.9	+6.0
S. C.	1,881	118,215	62.85	+.2	-5.8	+2.7	+3.2
S. Dak.	111	8,080	72.79	+.9	-.5	-5.9	-6.7
Tenn.	2,050	123,998	60.49	-.3	+2.7	-4.5	+4.7
Texas	4,491	310,899	69.23	-.8	-.9	-5.7	-6.2
Utah	163	12,219	74.96	-.6	+7.3	-3.0	+1.6
Vt. 3/	125	9,120	72.96	+1.6	+.7	+5.9	+8.0
V. I.	10	368	(6/)	(6/)	(6/)	(6/)	(6/)
Va.	1,153	87,742	76.10	+.7	+9.0	+1.1	+9.1
Wash.	695	64,418	92.69	+.3	+2.0	+5.1	-4.1
W. Va.	763	44,011	57.68	-.4	-.9	-4.5	+15.3
Wis.	758	83,130	109.67	-1.8	-3.9	-5.0	-4.5
Wyo.	64	6,055	94.61	(6/)	(6/)	(6/)	(6/)

1/ All data subject to revision. 2/ Data include recipients of payments made without Federal participation and payments to these recipients as follows: California, $7,758 to 49 recipients; Missouri, $63,669 to 789 recipients; and Pennsylvania, $682,841 to 8,497 recipients. 3/ Represents aid to the blind under program for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged. 4/ Decrease of less than 0.05 percent. 5/ Data for November; December data not received. 6/ Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients. 7/ Data for New York City partly estimated.

Table 6. Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, December 1965 1/

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from--			
		Total amount	Average	November 1965 in--		December 1964 in--	
				Number	Amount	Number	Amount
Total.....	575,245	$50,201,794	$87.27	+0.7	+1.4	+9.1	+18.1
Ala.....	14,825	693,860	46.80	-.1	-.8	-.3	+.9
Alaska 2/.....	238	31,189	131.05	-.4	+1.0	+17.8	+37.9
Ariz.....	4,006	268,460	67.01	+.8	+.8	+20.5	+19.6
Ark.....	9,686	620,720	64.08	+.1	+2.1	+2.8	+7.6
Calif.....	81,863	9,800,644	119.72	+1.9	+1.9	+46.2	+54.9
Colo.....	6,362	496,848	78.10	+1.5	-.7	-38.0	+2.3
Conn.....	8,810	674,845	76.60	-.4	-8.1	+13.6	+13.3
Del.....	489	36,260	74.15	+7.9	+7.7	+8.7	+7.8
Dist. of Col.....	3,394	276,180	81.37	-.2	-1.6	+4.8	+3.2
Fla. 2/.....	18,273	1,250,728	68.45	+1.2	+4.3	+6.3	+5.5
Ga.....	27,533	1,712,362	62.19	+.6	+2.5	+2.4	+5.2
Guam 3/.....	46	1,942	(4/)	---	---	---	---
Hawaii 2/.....	1,328	202,872	152.77	-.4	-.3	+7.1	+23.9
Idaho.....	3,156	182,913	57.96	+.2	+.7	+5.5	+7.1
Ill. 2/.....	30,506	3,254,071	106.67	+1.4	(5/)	+6.2	+17.3
Ind.....	1,763	244,395	138.62	+1.7	+11.1	+27.6	+64.9
Iowa.....	1,415	139,620	98.67	+1.1	+2.4	+14.9	+38.3
Kans. 2/.....	5,243	630,806	120.31	+.2	+3.9	+6.2	+13.1
Ky. 2/.....	12,001	933,505	77.79	+.7	+1.0	+13.8	+21.4
La.....	19,692	1,157,129	58.76	-.2	-.8	+1.6	+1.9
Maine 2/.....	2,264	206,525	91.22	+.3	+.2	(5/)	+2.7
Md. 2/.....	8,116	767,276	94.54	+.9	+.8	+5.9	+27.1
Mass.....	13,489	2,009,119	148.94	-.3	+1.6	+7.6	+.2
Mich.....	13,644	1,398,206	102.48	+.1	-6.9	+43.0	+35.4
Minn.....	4,829	622,981	129.01	+5.9	+8.5	+30.2	+173.5
Miss.....	19,614	898,153	45.79	+.3	+5.5	+6.9	+12.8
Mo.....	15,607	1,141,657	73.15	+.4	+.2	+4.1	+6.5
Mont.....	1,643	101,896	62.02	+.1	+1.1	+23.5	-3.0
Nebr. 2/.....	2,948	363,742	123.39	+3.6	+18.7	+13.3	+42.8
N. H.....	639	76,883	120.32	-.3	-2.8	+8.1	+13.4
N. J.....	8,918	930,968	104.39	+.1	+1.4	+2.7	+6.9
N. Mex. 2/.....	3,996	366,775	91.79	+.3	-.7	+4.9	+5.3
N. Y. 2/ 6/.....	36,108	4,880,762	135.17	+.5	+.5	+2.3	+8.8
N. C.....	23,091	1,763,641	76.38	+.5	+5.4	+3.5	+6.7
N. Dak. 2/.....	1,763	221,909	125.87	+.9	+3.9	+10.5	+19.7
Ohio.....	20,010	1,765,132	88.21	+.4	+4.6	+3.5	+11.9
Okla. 2/.....	15,298	1,729,268	113.04	+.6	+.2	+9.7	+10.7
Oreg.....	8,452	599,937	70.98	+.3	-1.0	+4.9	+6.2
Pa.....	21,431	1,879,524	87.70	+.5	+2.2	+5.3	+18.3
P. R. 2/.....	20,230	179,084	8.85	+1.1	+.1	-3.2	-1.8
R. I. 2/.....	2,911	281,343	96.65	-.2	-.2	+2.9	+5.3
S. C.....	9,186	511,857	55.72	+.1	+1.3	+3.2	+7.2
S. Dak.....	1,153	88,787	77.01	+.4	+1.7	+4.2	+15.5
Tenn.....	14,078	798,952	56.75	+.7	+.3	+7.9	+12.0
Tex.....	10,106	574,908	56.89	+.4	+.5	+3.9	+3.4
Utah.....	4,957	382,035	77.07	+.8	+8.0	-1.0	+8.1
Vt. 2/.....	1,350	119,215	88.31	+1.5	+5.4	+13.7	+28.4
V. I.....	49	2,040	(4/)	(4/)	(4/)	(4/)	(4/)
Va.....	6,889	507,924	73.73	0	+1.8	(5/)	+8.8
Wash.....	18,819	1,215,097	64.57	(5/)	+2.6	+3.7	+3.8
W. Va.....	5,776	308,794	53.46	-.1	+.2	-2.0	+2.8
Wis.....	6,533	835,779	127.93	-.5	-1.2	+6.8	+12.4
Wyo.....	719	62,276	86.61	-.6	+3.3	+12.5	+21.1

1/ All data subject to revision. 2/ Represents aid to the permanently and totally disabled under program for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged. 3/ November data; December data not received. 4/ Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients. 5/ Increase of less than 0.05 percent. 6/ Data for New York City partly estimated.

Table 7. Aid to families with dependent children: Recipients and payments to recipients, by State, December 1965 1/

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from--			
					Average per--		Nov. 1965 in--		Dec. 1964 in--	
		Total 2/	Children	Total amount	Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total.....	1,069,316	4,456,995	3,358,112	$158,356,820	$148.09	$35.53	+1.5	+2.7	+3.8	+9.1
Ala. 3/.....	17,245	70,711	56,087	836,210	48.49	11.83	+.2	+.4	-8.3	-7.1
Alaska 3/.....	1,254	4,660	3,583	163,179	130.13	35.02	+1.7	+.2	+2.1	+3.0
Ariz. 3/.....	9,306	40,213	30,603	1,128,214	121.24	28.06	+.3	-.1	-.6	-1.8
Ark.....	7,345	30,936	23,396	525,835	71.59	17.00	+.3	+2.0	+6.5	+8.4
Calif. 3/4/....	146,880	607,453	450,415	27,564,247	187.67	45.38	+5.2	+7.3	+16.7	+18.7
Colo.....	11,675	45,264	35,140	1,754,533	150.28	38.76	+.8	+.7	+9.5	+17.2
Conn. 4/.....	13,784	55,188	40,927	2,710,045	196.61	49.11	-1.3	+.3	-7.2	-1.6
Del. 4/.....	2,658	11,841	9,074	339,713	127.81	28.69	+3.1	+2.9	-3.0	+.4
Dist. of Col...	4,735	22,606	18,247	752,818	158.99	33.30	-2.4	+1.7	+13.4	+15.1
Fla.....	28,160	109,304	87,410	1,698,121	60.30	15.54	-.2	-1.4	+2.6	+.5
Ga.....	19,371	77,420	59,851	1,778,064	91.79	22.97	+2.2	+3.2	+8.9	+13.2
Guam 5/.....	139	723	607	13,300	95.68	18.40	---	---	---	---
Hawaii 4/.....	3,425	14,915	11,078	676,527	197.53	45.36	+2.5	+2.2	+8.3	+40.3
Idaho.....	2,546	9,844	7,199	385,788	151.53	39.19	+1.4	+1.4	+.7	+1.8
Ill. 3/4/.....	53,799	253,344	197,505	11,486,131	213.50	45.34	-.1	-1.8	-1.9	-1.4
Ind. 3/.....	11,736	48,680	36,714	1,533,987	130.71	31.51	-.4	+.8	+.4	+8.6
Iowa.....	11,523	46,111	33,631	1,918,920	166.53	41.62	+.6	+1.2	+6.8	+14.7
Kans. 3/4/.....	8,968	37,773	29,270	1,506,990	168.04	39.90	+.6	+1.6	+3.6	+7.1
Ky. 3/.....	21,399	83,848	60,430	2,114,750	98.82	25.22	+.4	+1.3	+3.5	+5.4
La. 3/.....	24,203	106,672	81,501	2,463,319	101.78	23.09	+.6	+.9	+2.4	+2.3
Maine.....	4,972	18,355	13,544	566,442	113.93	30.86	+1.0	+1.3	-3.6	+3.3
Md. 3/4/.....	21,404	89,484	69,135	3,407,196	159.19	38.08	+2.5	+2.0	+12.6	+30.7
Mass. 4/.....	27,183	103,002	77,298	5,103,309	187.74	49.55	+1.2	+4.4	+9.7	+8.1
Mich. 3/4/.....	37,871	154,760	115,589	5,570,378	147.09	35.99	+.1	-1.4	-3.2	-2.8
Minn. 3/.....	14,588	53,479	41,495	2,749,834	188.50	51.42	+.5	-3.2	+6.4	+6.1
Miss.....	20,420	83,019	66,808	677,811	33.19	8.16	+.4	-10.4	+.8	-17.0
Mo. 3/.....	26,113	107,672	82,656	2,617,085	100.22	24.31	+1.1	+1.0	+1.1	+1.1
Mont.....	1,973	7,851	6,101	284,951	144.43	36.29	+1.2	+1.6	+11.7	+12.2
Nebr. 3/4/.....	4,457	18,312	14,086	620,615	139.25	33.89	+2.5	+13.2	+15.3	+28.0
Nev.....	1,337	5,554	4,393	175,572	131.32	31.61	+3.9	+4.3	+10.8	+11.8
N. H.....	1,142	4,711	3,522	214,252	187.61	45.48	+.1	-1.4	+6.6	+9.7
N. J.....	28,417	113,145	85,920	5,766,097	202.91	50.96	+.3	+.7	+9.6	+12.9
N. Mex. 3/.....	7,302	30,209	23,044	998,573	136.75	33.06	+1.0	-1.9	+.2	-3.8
N. Y. 4/6/.....	133,263	566,461	415,929	28,986,109	217.51	51.17	+1.8	+5.3	+10.3	+18.8
N. C. 3/.....	26,560	110,341	82,712	2,812,950	105.91	25.49	+.9	+2.9	-1.5	+2.5
N. Dak.....	2,036	8,132	6,187	376,471	184.91	46.30	+.2	+1.9	+6.7	+11.2
Ohio 4/.....	45,303	191,818	143,401	6,243,169	137.81	32.55	+1.3	-.7	+8.9	+8.1
Okla. 3/4/.....	18,864	75,403	56,151	2,574,106	136.46	34.14	+.7	+.7	+3.7	+7.5
Oreg. 3/4/.....	8,578	34,070	24,979	1,411,667	164.57	41.43	+3.7	+2.8	+11.1	+18.2
Pa. 4/.....	63,119	276,250	201,240	9,331,710	147.84	33.78	+1.8	+2.3	-9.0	-2.9
P. R.....	47,154	191,622	153,114	787,549	16.70	4.11	-.1	-.2	-5.3	-5.4
R. I. 4/.....	5,911	23,398	17,341	1,016,912	172.04	43.46	+.6	+.5	-1.8	+.5
S. C.....	6,858	27,223	21,967	436,639	63.67	16.04	-1.2	-1.3	-8.0	-7.2
S. Dak.....	3,136	11,730	8,852	381,902	121.78	32.56	+.4	+1.9	+7.9	+12.2
Tenn. 3/.....	20,032	80,982	62,005	1,969,830	98.33	24.32	+1.2	+.6	+7.0	+15.4
Tex.....	20,913	94,804	71,737	1,893,372	90.54	19.97	+1.8	+3.2	+4.3	+12.2
Utah 3/4/.....	5,592	22,898	16,613	842,843	150.72	36.81	+5.3	+8.4	+4.2	+16.0
Vt.....	1,438	5,489	4,051	161,862	112.56	29.49	-.9	-1.2	+1.1	+1.3
V. I.....	331	1,271	1,078	23,997	72.50	18.88	+6.1	+1.0	+5.0	+8.9
Va. 3/.....	10,953	46,672	35,974	1,199,983	109.56	25.71	+.5	+1.4	+1.4	+6.4
Wash. 3/4/.....	16,882	66,596	47,641	2,575,729	152.57	38.68	+1.1	+6.6	-4.0	+1.4
W. Va. 3/4/....	23,011	107,172	74,851	2,838,425	123.35	26.48	(7/)	+.1	-7.2	-7.5
Wis. 3/.....	10,994	43,621	32,547	2,236,889	203.46	51.28	-1.0	+.3	-2.0	+.5
Wyo.....	1,058	3,983	3,083	151,900	143.57	38.14	+1.5	+.4	+15.2	+13.4

1/ All data subject to revision. 2/ Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance. 3/ Includes data on foster-family care; see table 10. 4/ Includes data on unemployed-parent segment; see table 8. 5/ Data for November; December data not received. 6/ Data for New York City partly estimated. 7/ Increase of less than 0.05 percent.

Table 8. Aid to families with dependent children, unemployed-parent segment: Recipients and payments to recipients, December 1965 1/

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from--			
					Average per		November 1965 in--		December 1964 in--	
		Total 2/	Children	Total	Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total.....	61,126	359,153	244,045	$12,528,944	$204.97	$34.88	+9.8	+14.8	-7.4	-2.1
California.....	17,597	103,968	71,357	4,009,624	227.86	38.57	+29.5	+40.0	+38.7	+40.1
Connecticut.....	967	5,812	3,934	202,907	209.83	34.91	-8.2	+10.4	-48.1	-44.9
Delaware.....	198	1,172	811	31,967	161.45	27.28	+23.5	+18.5	-45.9	-40.9
Hawaii.....	276	1,778	1,226	69,314	251.14	38.98	+7.0	+9.7	-4.0	+27.5
Illinois.....	4,134	27,219	19,143	1,176,877	284.68	43.24	-2.8	-1.9	-29.6	-27.0
Kansas.....	338	2,114	1,456	75,261	222.67	35.60	+6.7	+3.6	-10.0	-10.1
Maryland.....	453	2,696	1,811	86,200	190.29	31.97	+35.5	+29.1	-23.8	-15.0
Massachusetts.....	623	3,505	2,391	180,607	289.90	51.53	(3/)	+19.7	-14.4	-9.5
Michigan.....	2,063	13,304	9,258	406,942	197.26	30.59	-.6	-2.9	-37.3	-40.4
Nebraska.....	11	75	53	1,670	(4/)	(4/)	(5/)	(5/)	(5/)	(5/)
New York 6/.....	13,193	75,906	51,575	2,898,611	219.71	38.19	+1.9	+5.9	-10.0	-2.9
Ohio.....	4,042	23,675	16,113	746,650	184.72	31.54	+3.6	+5.8	+46.9	+79.8
Oklahoma.....	45	256	169	7,633	(4/)	(4/)	+9.9	+13.8	(4/)	(4/)
Oregon.....	966	5,615	3,825	213,841	221.37	38.08	+21.8	+23.3	+11.1	+18.4
Pennsylvania.....	4,394	25,088	16,624	624,125	142.04	24.88	+5.6	+7.5	-40.2	-39.6
Rhode Island.....	292	1,766	1,192	61,607	210.98	34.89	+2.9	-2.3	-43.1	-44.1
Utah.....	1,048	5,697	3,893	128,621	122.73	22.58	+21.2	+19.7	-1.0	+23.0
Washington.....	1,949	11,257	7,468	316,761	162.52	28.14	+29.9	+48.6	-25.4	-25.1
West Virginia.....	8,537	48,250	31,746	1,289,726	151.07	26.73	+.6	+.9	-14.8	-15.2

1/ Data for this segment of the program, shown separately here, are included in data for the total program. All data subject to revision. 2/ Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance. 3/ Increase of less than 0.05 percent. 4/ Average payment not computed on base of fewer than 50 families; percentage change on fewer than 100 recipients. 5/ Program initiated December 1965. 6/ Data for New York City partly estimated.

Table 9. Aid to families with dependent children: Recipients and money payments to recipients under community work and training programs, by State, December 1965 1/

State	Number of families with an adult on work and training programs	Number of recipients				Money payments to recipients			
			Adults					Average per family	
		Total 2/	On work and training programs	Other	Children	Total	For work performed on work and training programs	Total	For work performed on work and training programs
Total.....	18,581	105,948	18,581	16,095	71,272	$3,328,147	$2,432,420	$179.12	$130.91
California.....	4,842	27,592	4,842	3,901	18,849	1,084,420	451,713	223.96	93.29
Illinois.....	1,211	7,403	1,211	1,010	5,182	268,907	208,824	222.05	172.44
Kansas.....	105	622	105	95	422	26,130	10,928	248.86	104.08
Maryland.....	81	483	81	79	323	15,294	8,920	188.81	110.12
Michigan.....	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	---	---
Ohio.....	3,005	17,042	3,005	2,277	11,760	662,397	540,749	220.43	179.95
Oregon.....	265	1,551	265	231	1,055	58,598	23,650	221.12	89.25
Pennsylvania.....	391	2,217	391	391	1,435	72,612	53,896	185.71	137.84
Washington.....	144	788	144	144	500	22,600	16,551	156.94	114.94
West Virginia.....	8,537	48,250	8,537	7,967	31,746	1,117,189	1,117,189	130.86	130.86

1/ Represents data for community work and training programs under plans for such programs submitted under Section 409 of Social Security Act. 2/ Includes as recipients the children and 1 or both parents or 1 caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance. 3/ Data not reported.

Table 10. Aid to families with dependent children receiving foster care: Recipients and payments for foster care, by State, December 1965 1/

State	Number of				Payments for foster care			
	Children receiving foster care			Families from which children were removed	Total amount	Average per child	In foster homes	In institutions
	Total	In foster homes	In institutions					
Total.....	7,541	2/ 5,767	2/ 296	3,104	$577,443	$76.57	2/ $404,040	2/$46,604
Ala.....	2	2	0	2	82	(3/)	82	0
Alaska.....	88	88	0	30	7,982	90.70	7,982	0
Ariz.....	188	188	0	73	9,013	47.94	9,013	0
Calif.....	1,427	1,300	127	728	140,112	98.19	112,812	27,300
Ill.....	1,478	(2/)	(2/)	560	126,799	85.79	(2/)	(2/)
Ind.....	143	143	0	47	5,649	39.50	5,649	0
Kans.....	122	118	4	54	11,235	92.09	10,787	448
Ky.....	43	40	3	16	2,980	(3/)	2,770	210
La.....	629	591	38	260	47,154	74.97	42,680	4,474
Md.....	847	809	38	271	68,145	80.45	64,406	3,739
Mich.....	51	46	5	20	3,534	69.29	2,934	600
Minn.....	190	158	32	88	18,346	96.56	11,236	7,110
Mo.....	64	64	0	19	3,559	55.61	3,559	0
Nebr.....	3	0	3	2	181	(3/)	0	181
N. Mex.....	91	91	0	20	5,659	62.19	5,659	0
N. C.....	9	9	0	2	496	(3/)	496	0
Okla.....	329	329	0	142	15,641	47.54	15,641	0
Oreg.....	145	145	0	67	11,316	78.04	11,316	0
Tenn.....	301	265	36	102	19,192	63.76	17,153	2,039
Utah.....	400	400	0	186	20,020	50.05	20,020	0
Va.....	65	65	0	20	3,246	49.94	3,246	0
Wash.....	629	629	0	277	37,258	59.23	37,258	0
W. Va.....	104	94	10	44	6,652	63.96	6,149	503
Wisc.....	193	193	0	74	13,192	68.35	13,192	0

1/ Data for this segment of the program, shown separately here, are included in data for the total program. All data subject to revision. 2/ Excludes Illinois; breakdown not available. 3/ Average payment not computed on base of fewer than 50 children.

Table 11. General assistance: Recipients and payments to recipients, by State, December 1965 1/

[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of--		Payments to recipients			Percentage change from--			
				Average per--		November 1965 in--		December 1964 in--	
	Cases	Recipients	Total amount	Case	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total 2/	310,000	677,000	$21,397,000	$68.97	$31.61	+5.7	+5.0	-13.1	-9.9
Alabama	79	79	1,025	12.97	12.97	(3/)	(3/)	(3/)	(3/)
Alaska	157	573	8,040	51.21	14.03	-11.3	-11.8	+5.1	-31.7
Arizona	2,328	6,281	122,011	52.41	19.43	+29.4	+6.2	+16.9	+5.6
Arkansas	353	1,367	5,700	16.15	4.17	+9.4	+17.9	-7.5	-3.2
California	21,403	38,452	1,269,791	59.33	33.02	+10.0	+6.3	-16.5	-19.1
Colorado	1,191	4,593	58,768	49.34	12.80	+29.2	+35.9	-30.8	-18.4
Connecticut	4/ 4,672	4/ 13,481	4/ 344,191	73.67	25.53	+11.6	+9.7	+22.8	+11.9
Delaware	1,365	2,486	70,692	51.79	28.44	+.8	+.1	-12.0	-12.2
Dist. of Col.	849	922	64,912	76.46	70.40	+7.8	+4.0	+21.6	+19.6
Florida 5/	8,100	(6/)	249,000	---	---	---	---	---	---
Georgia	2,440	6,456	78,176	32.04	12.11	+9.7	+2.4	-5.2	-5.8
Guam 7/	34	43	1,366	(3/)	(3/)	---	---	---	---
Hawaii	1,054	1,471	96,600	91.65	65.67	+8.6	+7.5	+11.2	+26.9
Illinois	22,564	49,433	1,849,879	81.98	37.42	+6.5	+5.3	-20.8	-24.5
Iowa 5/	3,400	7,600	139,000	---	---	---	---	---	---
Kansas	2,820	6,730	202,606	71.85	30.10	+12.7	+8.4	-15.7	-4.5
Kentucky	1,242	3,544	43,547	35.06	12.29	+64.5	+9.5	-4.1	-2.3
Louisiana	7,703	8,469	401,246	52.09	47.38	+.5	+.3	-6.3	-6.2
Maine	2,588	8,896	136,709	52.82	15.37	+10.3	+16.8	-13.9	-11.3
Maryland	8,372	9,318	644,322	76.96	69.15	+5.7	+5.3	+19.9	+22.5
Massachusetts	7,902	15,815	586,893	74.27	37.11	+7.3	+13.5	-8.1	-8.1
Michigan	19,659	59,425	1,632,577	83.04	27.47	+1.0	+7.4	-11.7	-15.5
Minnesota	7,816	22,831	644,481	82.46	28.23	+13.2	+8.3	-22.5	-27.0
Mississippi	1,134	1,403	20,209	17.82	14.40	+3.7	+3.5	-23.8	+1.4
Missouri	9,847	12,676	647,894	65.80	51.11	+1.6	+2.3	-4.5	-2.0
Montana	1,206	3,697	67,841	56.25	18.35	+23.3	+21.6	-12.7	-10.6
Nevada	455	1,090	23,498	51.64	21.56	-24.8	-11.3	+31.3	+7.7
New Hampshire	782	2,593	53,970	69.02	20.81	+7.1	+23.5	-27.4	-23.5
New Jersey 8/	9,574	30,090	1,148,430	119.95	38.17	+6.9	-.4	-13.2	-10.6
New Mexico	285	611	12,445	43.67	20.37	+8.3	+8.6	-30.6	-15.4
New York 5/ 9/	51,028	112,261	4,717,173	92.44	42.02	+2.0	+1.7	+7.4	+10.5
North Carolina	1,812	5,183	45,384	25.05	8.76	+7.8	-2.9	-5.7	+.7
North Dakota	407	1,673	24,790	60.91	14.82	+39.9	+38.2	-33.3	-35.5
Ohio	25,209	76,980	1,740,423	69.04	22.61	+6.8	+5.9	-30.9	-22.3
Oklahoma	8,415	(6/)	95,429	11.34	---	---	+.4	---	-2.8
Oregon	3,900	(6/)	221,764	56.86	---	---	+31.0	---	-25.4
Pennsylvania	32,133	38,915	2,202,419	68.54	56.60	+1.0	+.9	-12.4	-7.1
Puerto Rico	1,336	1,336	11,419	8.55	8.55	+19.0	+20.2	-.4	-1.3
Rhode Island	2,658	6,827	193,491	72.80	28.34	+7.6	+20.7	-14.4	-20.6
South Carolina	1,196	1,370	36,529	30.54	26.66	-1.3	-2.0	-5.6	-7.5
South Dakota	419	1,346	11,353	27.10	8.43	+13.2	-10.1	-4.1	-15.9
Tennessee	1,814	2,885	42,802	23.60	14.84	+3.7	+6.4	-21.1	-5.8
Texas 10/	8,700	(6/)	270,000	---	---	---	---	---	---
Utah	751	916	47,675	63.48	52.05	+9.3	+14.8	-84.1	-72.1
Vermont 10/	1,100	(6/)	29,000	---	---	---	---	---	---
Virgin Islands	214	223	7,983	37.30	35.80	+1.4	+3.0	+23.9	+23.6
Virginia	2,870	7,150	146,364	51.00	20.47	+2.3	-2.1	+48.3	+39.0
Washington	7,799	12,655	545,441	69.94	43.10	+6.2	+5.0	-37.0	-27.0
West Virginia	1,639	2,665	59,629	36.38	22.37	-2.3	-1.4	+5.5	+2.2
Wisconsin	5,995	18,539	547,883	91.39	29.55	+7.1	+7.7	-17.0	-18.9
Wyoming	447	1,662	34,199	76.51	20.58	+28.6	+28.4	-22.6	-20.0

1/ All data subject to revision. 2/ Partly estimated; does not represent sum of State figures because totals exclude for New Jersey an estimated number of cases and persons receiving only medical care, hospitalization, and/or burial and payments for such services; recipient count also includes an estimate for States not reporting such data. Excludes Idaho, Indiana, and Nebraska; data not available. 3/ Average payment not computed on base of fewer than 50 recipients; percentage change on fewer than 100 recipients. 4/ About 12 percent of this total is estimated. 5/ Partly estimated. 6/ Data not available. 7/ Data for November; December data not received. 8/ Includes an unknown number of cases and persons receiving only medical care, hospitalization, and/or burial, and total payments for such services. 9/ Includes an unknown number of cases and persons receiving only medical care. 10/ Estimated on basis of reports from sample of local jurisdictions.

Table 12. Amount of vendor payments for medical care for recipients of public assistance, by program and State, December 1965 1/

State	Old-age assistance	Medical assistance for the aged	Aid to the blind	Aid to the permanently and totally disabled	Aid to families with dependent children	General assistance 1/
Total.....	$38,221,135	$53,000,303	$1,148,989	$13,167,048	$14,002,139	$9,523,000
Ala.....	1,351,870	72,709	3,942	72,341	940	1
Alaska 2/.....	30,207	(3/)	---	14,375	---	86,782
Ariz.....	82,679	(3/)	---	---	---	---
Ark.....	885,688	203,650	25,265	249,797	50,780	32,808
Calif.....	3,584,438	10,710,128	239,276	1,538,070	1,611,020	---
Colo.....	701,766	4/ 1,067,451	4,393	97,495	145,534	92,272
Conn.....	119,436	4/ 1,458,915	15,653	285,523	430,968	---
Del.....	18,256	18,454	923	---	---	---
Dist. of Col....	58,929	119,914	295	28,328	554	100
Fla. 2/.....	1,102,352	174,926	16,505	205,365	44,529	---
Ga.....	1,151,312	(3/)	19,273	211,738	61,326	---
Guam 5/.....	1,458	2,475	---	575	1,435	---
Hawaii 2/.....	40,187	176,510	2,607	109,162	95,783	31,423
Idaho.....	64,939	401,612	90	26,678	---	---
Ill. 2/.....	2,721,175	589,653	73,313	1,126,524	1,510,255	847,457
Ind.....	1,061,440	198,803	59,406	159,722	283,952	---
Iowa.....	1,077,275	388,147	13,733	19,195	203,584	6/ 237,000
Kans. 2/.....	502,649	4/ 552,400	13,468	148,359	252,549	142,378
Ky. 2/.....	784,446	427,578	19,920	191,757	287,243	---
La.....	2,151,913	88,599	6,682	116,350	28,571	4,550
Maine 2/.....	334,645	115,549	3,325	46,392	24,860	99,616
Md. 2/.....	518,097	7/ 537,800	8,708	242,353	357,936	5,202
Mass.....	1,187,728	4/ 5,597,435	33,556	1,114,795	676,941	302,206
Mich.....	758,531	2,273,035	13,811	218,197	243,772	566,200
Minn.....	1,148,787	4/ 2,809,791	57,933	336,798	445,291	270,597
Miss.....	134,294	(3/)	2,282	---	---	---
Mo.....	1,120,760	(3/)	---	80,262	54,917	23,115
Mont.....	82,571	324,356	57	441	448	333,954
Nebr. 2/.....	553,973	4/ 659,182	29,833	212,797	108,842	---
Nev.....	32,011	1,029	1,753	(3/)	11,034	166,148
N. H.....	105,600	126,280	4,896	23,506	37,399	---
N. J.....	345,081	4/ 1,483,481	12,988	274,096	327,008	260,334
N. Mex 2/.....	212,580	18,334	7,700	87,760	105,760	5,575
N. Y. 2/8/.....	1,164,203	4/ 12,907,943	103,996	2,143,487	2,741,381	326,394
N. C.....	402,021	337,083	18,494	399,852	279,238	92,199
N. Dak. 2/.....	172,486	4/ 344,354	2,285	106,383	63,840	11,876
Ohio.....	1,755,956	(3/)	81,570	440,637	725,736	1,255,392
Okla. 2/.....	1,770,267	203,710	35,284	329,705	130,146	---
Oreg.....	148,584	615,449	4,667	185,754	156,999	69,006
Pa.....	662,507	3,301,830	85,568	464,151	942,646	1,276,890
P. R. 2/9/.....	35,927	152,534	405	3,522	---	---
R. I. 2/.....	97,952	631,374	1,953	58,045	142,962	68,181
S. C.....	393,949	231,332	16,651	96,231	23,417	12,364
S. Dak.....	249,589	125,711	594	20,606	---	124,244
Tenn.....	581,594	305,652	6,765	21,117	60,511	---
Tex.....	2,611,459	(3/)	---	---	---	---
Utah.....	78,683	279,551	2,899	176,723	105,192	1,695
Vt. 2/.....	237,545	27,207	1,535	38,778	---	---
V. I.....	1,335	4,377	2	51	165	206
Va.....	289,640	273,127	17,801	113,228	65,019	26,541
Wash.....	743,071	1,562,616	19,027	647,222	367,588	152,863
W. Va.....	205,200	155,868	11,370	74,507	376,839	15,455
Wis.....	2,551,841	921,424	44,378	595,934	408,929	159,752
Wyo.....	40,253	20,965	2,159	12,364	8,300	45,751

1/ Data incomplete. Some States do not report these data and for some the data represent only partial reporting. The total includes an estimated amount for these States. 2/ Except for aid to families with dependent children and general assistance, data represent payments for recipients of the specified type of assistance under program for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged. 3/ No program in operation. 4/ Includes money payments not subject to Federal participation as follows: $26,520 in Colorado, $11 in Connecticut, $15,315 in Kansas, $97,050 in Massachusetts, $34,697 in Minnesota, $14,763 in Nebraska, $7,673 in New Jersey, $53,180 in New York, and $3,006 in North Dakota. 5/ Data for November; December data not received. 6/ Partly estimated. 7/ Estimated. 8/ Data for New York City partly estimated. 9/ Represents data for October; later data not received.

Table 13. Average payment per recipient for all assistance, for money payments, and for vendor payments for medical care, by program and State, December 1965 1/

State	Old-age assistance			Medical assistance for the aged	Aid to the blind			Aid to the permanently and totally disabled			Aid to families with dependent children (per recipient)		
	All assistance	Money payments to recipients	Vendor payments for medical care		All assistance	Money payments to recipients	Vendor payments for medical care	All assistance	Money payments to recipients	Vendor payments for medical care	All assistance	Money payments to recipients	Vendor payments for medical care
Total.....	$79.87	$61.90	$17.97	$189.73	$92.00	$79.85	$12.15	$87.27	$64.38	$22.89	$35.53	$32.39	$3.14
a.....	67.72	55.61	12.11	312.06	68.34	66.24	2.10	46.80	41.92	4.88	11.83	11.81	.01
laska 2/.....	92.72	70.76	21.97	(3/)	79.65	79.65	---	131.05	70.65	60.40	35.02	35.02	---
riz.....	62.59	56.43	6.16	(3/)	71.74	71.74	---	67.01	67.01	---	28.06	28.06	---
rk.....	64.71	49.97	14.74	64.73	72.77	59.68	13.08	64.08	38.29	25.79	17.00	15.36	1.64
alif.....	106.51	93.68	12.83	275.91	141.34	122.26	19.09	119.72	100.93	18.79	45.38	42.72	2.65
olo.....	95.40	78.99	16.41	202.17	89.44	70.91	18.54	78.10	62.77	15.32	38.76	35.55	3.22
onn.....	81.23	61.39	19.83	194.06	111.57	60.92	50.66	76.60	44.19	32.41	49.11	41.30	7.81
el.....	64.54	51.99	12.55	126.40	81.65	78.82	2.83	74.15	74.15	---	28.69	28.69	---
ist. of Col....	88.44	63.00	25.44	237.92	75.55	74.04	1.51	81.37	73.03	8.35	33.30	33.28	.02
la. 2/.....	66.08	51.30	14.78	302.12	67.55	61.18	6.37	68.45	57.21	11.24	15.54	15.13	.41
a.....	59.21	46.82	12.39	(3/)	61.63	55.59	6.03	62.19	54.50	7.69	22.97	22.17	.79
uam 4/.....	43.76	35.52	8.24	(5/)	(5/)	(5/)	---	(5/)	(5/)	---	18.40	16.41	1.98
awaii 2/.....	104.87	74.52	30.35	318.04	116.70	80.99	35.71	152.77	70.56	82.20	45.36	38.94	6.42
daho.....	76.94	60.54	16.39	147.98	69.02	68.28	.74	57.96	49.50	8.45	39.19	39.19	---
ll. 2/.....	100.05	48.20	51.85	421.18	97.39	65.68	31.71	106.67	69.74	36.93	45.34	39.38	5.96
nd.....	93.02	44.37	48.65	202.04	96.14	61.58	34.56	138.62	48.03	90.60	31.51	25.68	5.83
owa.....	97.61	56.77	40.84	83.51	103.70	91.26	12.44	98.67	85.11	13.57	41.62	37.20	4.42
ans. 2/.....	94.48	69.91	24.56	159.98	106.23	78.40	27.83	120.31	92.02	28.30	39.90	33.21	6.69
y. 2/.....	61.71	48.51	13.21	34.11	70.34	62.43	7.91	77.79	61.81	15.98	25.22	21.80	3.43
a.....	81.88	65.43	16.45	171.37	80.07	77.58	2.49	58.76	52.85	5.91	23.09	22.82	.27
aine 2/.....	83.69	52.70	31.00	234.38	86.05	73.55	12.50	91.22	70.73	20.49	30.86	29.51	1.35
d. 2/.....	93.61	43.28	50.33	6/ 43.22	88.10	65.30	22.80	94.54	64.68	29.86	38.08	34.08	4.00
ass.....	95.55	72.18	23.37	177.11	145.02	130.27	14.76	148.94	66.30	82.64	49.55	42.97	6.57
ich.....	93.75	76.98	16.76	392.99	90.46	82.02	8.44	102.48	86.49	15.99	35.99	34.42	1.58
inn.....	93.52	55.53	37.99	187.01	121.54	67.05	54.50	129.01	59.26	69.74	51.42	43.09	8.33
iss.....	40.93	39.10	1.83	(3/)	46.72	45.82	.90	45.79	45.79	---	8.16	8.16	---
o.....	69.55	58.33	11.22	(3/)	80.00	80.00	---	73.15	68.01	5.14	24.31	23.80	.51
ont.....	83.33	63.68	19.66	187.06	73.29	73.04	.25	62.02	61.75	.27	36.29	36.24	.06
ebr. 2/.....	95.80	44.44	51.37	223.53	112.15	57.91	54.24	123.39	51.20	72.18	33.89	27.95	5.94
ev.....	83.19	69.51	13.67	11.83	108.13	97.24	10.89	(3/)	(3/)	(3/)	31.61	29.63	1.99
. H.....	109.70	85.14	24.56	60.02	111.37	91.55	19.82	120.32	83.53	36.79	45.48	37.54	7.94
. J.....	90.37	65.68	24.68	252.89	93.37	79.13	14.24	104.39	73.66	30.74	50.96	48.07	2.89
. Mex. 2/.....	78.62	57.39	21.23	345.92	95.43	73.43	22.00	91.79	69.82	21.96	33.06	29.55	3.50
. Y. 2/7/.....	95.74	75.38	20.37	337.73	120.31	87.30	33.00	135.17	75.81	59.36	51.17	46.33	4.84
. C.....	63.45	53.95	9.50	124.11	69.79	65.98	3.81	76.38	59.06	17.32	25.49	22.96	2.53
. Dak. 2/.....	100.68	65.53	35.14	228.20	108.83	80.96	27.87	125.87	65.53	60.34	46.30	38.44	7.85
hio.....	90.01	68.28	21.73	(3/)	99.76	73.86	25.90	88.21	66.19	22.02	32.55	28.76	3.78
kla. 2/.....	96.27	74.69	21.58	171.76	123.95	102.17	21.78	113.04	91.49	21.55	34.14	32.41	1.73
reg.....	72.74	57.44	15.30	147.13	93.49	83.89	9.60	70.98	49.00	21.98	41.43	36.83	4.61
a.....	81.96	67.23	14.73	275.24	92.16	87.28	4.89	87.70	66.04	21.66	33.78	30.37	3.41
. R. 2/.....	9.85	8.60	8/1.26	8/37.57	8.95	8.65	8/ .31	8.85	8.68	8/ .17	4.11	4.11	---
. I. 2/.....	98.06	80.27	17.79	59.95	96.50	78.25	18.25	96.65	76.71	19.94	43.46	37.35	6.11
. C.....	55.68	39.69	16.00	174.72	62.85	53.99	8.85	55.72	45.25	10.48	16.04	15.18	.86
. Dak.....	92.48	53.61	38.87	93.53	72.79	67.44	5.35	77.01	59.13	17.87	32.56	32.56	---
enn.....	59.75	46.75	13.00	31.39	60.49	57.19	3.30	56.75	55.25	1.50	24.32	23.58	.75
ex.....	68.56	57.16	11.40	(3/)	69.23	69.23	---	56.89	56.89	---	19.97	19.97	---
tah.....	74.40	57.17	17.23	115.33	74.96	57.18	17.79	77.07	41.42	35.65	36.81	32.21	4.59
t. 2/.....	91.57	46.47	45.10	185.08	72.96	60.68	12.28	88.31	59.58	28.72	29.49	29.49	---
. I.....	40.31	37.27	3.03	10.25	(5/)	(5/)	(5/)	(5/)	(5/)	(5/)	18.88	18.75	.13
a.....	69.03	46.78	22.35	68.88	76.10	60.66	15.44	73.73	57.29	16.44	25.71	24.32	1.39
ash.....	81.92	57.74	24.17	143.03	92.69	65.31	27.38	64.57	30.18	34.39	38.68	33.16	5.52
. Va.....	54.98	40.13	14.85	21.09	57.68	42.78	14.90	53.46	40.56	12.90	26.48	22.97	3.52
is.....	123.73	29.89	93.84	152.63	109.67	51.12	58.55	127.93	36.71	91.22	51.28	41.91	9.37
yo.....	86.22	69.24	16.98	(5/)	94.61	60.88	33.73	86.61	69.42	17.20	38.14	36.05	2.08

1/ Averages based on cases receiving money payments, vendor payments for medical care, or both. Money payments may also include small amounts for assistance in kind and vendor payments for other than medical care. Averages for general assistance not computed because of difference among States in policy or practice regarding use of general assistance funds to pay medical bills for recipients of the special types of public assistance. 2/ Except for aid to families with dependent children, data for each program represent average payments for recipients of the specified type of assistance under program for aid to the aged, blind, or disabled or for such aid and medical assistance for the aged. 3/ No program in operation. 4/ Data for November; December data not received. 5/ Average payment not computed on base of fewer than 50 recipients. 6/ Estimated. 7/ Data for New York City partly estimated. 8/ Represents data for October; later data not received.

Old-age, survivors, and disability insurance benefits, summary data, December 1965

CURRENT MONTH DATA

Type of benefit	Benefits awarded in month		Benefits awarded in current-payment status, end of month			Amount of benefits paid in month (in thousands)
	Number	Average amount	Number	Monthly rate (in thousands)	Average amount	
Total, OASI and DI	449,947	---	---	---	---	$1,607,154
Total, OASI	401,037	---	---	---	---	1,468,063
Monthly benefits, OASI and DI	359,852	---	20,866,767	$1,516,802	---	1,588,174
Monthly benefits, OASI	310,942	---	19,127,716	1,395,817	---	1,449,083
Monthly benefits, DI	48,910	---	1,739,051	120,986	---	139,091
Old-age (retired-worker)	128,123	$88.25	11,100,584	931,532	$83.92	937,910
Disability (disabled-worker)	21,069	101.28	988,074	96,599	97.76	108,837
Wife's or husband's (OASI and DI)	37,719	42.38	2,806,912	120,796	43.04	125,106
Wife's or husband's (OASI)	31,832	43.53	2,613,550	114,035	43.63	116,747
Wife's or husband's (DI)	5,887	36.18	193,362	6,761	34.96	8,359
Widow's or widower's	43,996	73.11	2,371,433	174,883	73.75	184,303
Parent's	258	85.23	35,289	2,683	76.03	2,912
Child's (OASI and DI)	120,035	---	3,092,659	159,428	---	195,944
Child's (OASI--total)	98,081	---	2,535,044	141,802	---	174,049
Child's (OASI--life) 2/	20,928	40.68	462,907	14,839	32.06	18,084
Child's (OASI-survivor) 2/	77,153	67.34	2,072,137	126,964	61.27	155,965
Child's (DI)	21,954	34.67	557,615	17,626	31.61	21,895
Mother's	8,652	68.17	471,816	30,882	65.45	33,162
Lump sum death payments	90,095	3/223.64	---	---	---	18,981

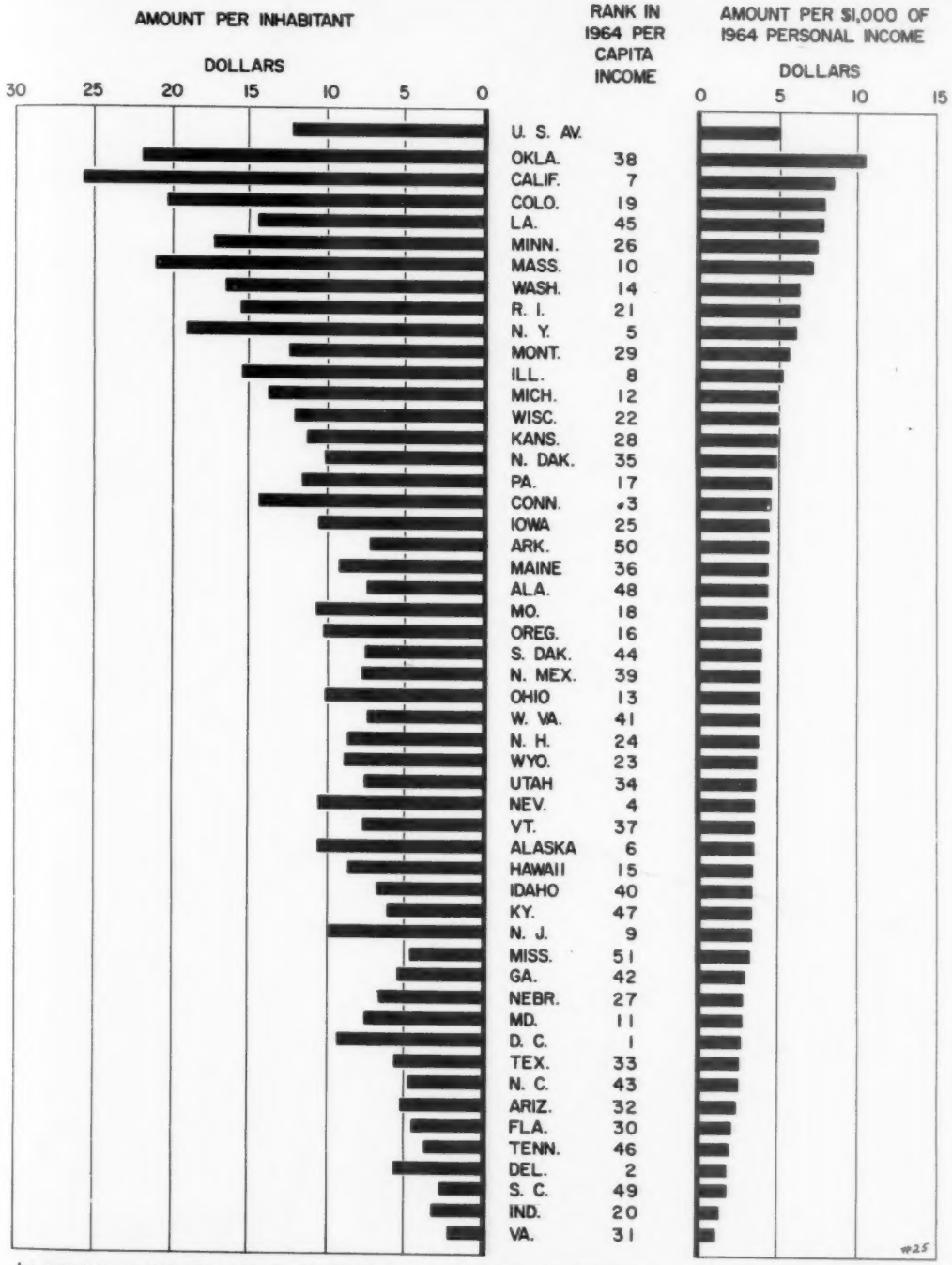
COMPARATIVE DATA

Item	December 1965	November 1965	December 1964
Number of benefits in current-payment status, end of month:			
Total, OASI and DI	20,866,767	20,721,147	19,799,539
Total, OASI	19,127,716	18,997,708	18,236,173
Total, DI	1,739,051	1,723,439	1,563,366
Amount of benefits paid (in thousands):			
Total, OASI and DI	$1,607,154	$1,598,794	$1,378,742
Total, OASI	1,468,063	1,459,005	1,263,887
Total, DI	139,091	139,789	114,855
Number of old-age (retired-worker) benefits:			
Awarded	128,123	122,789	68,140
In current-payment status, end of month	11,100,584	11,057,152	10,668,731
Average old-age (retired-worker) benefit:			
Awarded	$88.25	$87.66	$79.42
In current-payment status, end of month	83.92	83.95	77.57
Number of disability insurance (disabled-worker) benefits:			
Awarded	21,069	23,352	15,015
In current-payment status, end of month	988,074	981,366	894,173
Average disability insurance (disabled-worker) benefit:			
Awarded	$101.28	$101.01	$91.86
In current-payment status, end of month	97.76	97.75	91.12
Number of persons aged 62 and over receiving monthly benefits, end of month (OASI and DI) 4/	16,131,000	16,068,000	15,509,000
Number of persons aged 65 and over receiving monthly benefits, end of month (OASI and DI) 4/	14,276,000	14,217,000	13,661,000
Assets of trust funds, end of month (in millions):			
OASI	$18,235	$18,752	$19,125
DI	1,606	1,759	2,047

1/ Exceeds monthly amount of benefits in current-payment status because initial payments include amounts payable for prior months. Distribution by type of monthly benefit estimated.
2/ Distribution by type of claim for OASI child's benefits estimated.
3/ Average lump-sum per worker; 84,871 deceased workers represented in the current month's lump-sum awards.
4/ Numbers estimated to the nearest thousand.

Source: Division of the Actuary, Social Security Administration.

EXPENDITURES FOR PUBLIC ASSISTANCE 1/ FROM STATE AND LOCAL FUNDS, FISCAL YEAR 1965 2/



1/ SPECIAL TYPES OF PUBLIC ASSISTANCE AND GENERAL ASSISTANCE. PUERTO RICO, AND VIRGIN ISLANDS; INCOME DATA NOT AVAILABLE.

2/ EXCLUDES GUAM,

DEPARTMENT OF
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Welfare Administration
WASHINGTON, D. C. 20201

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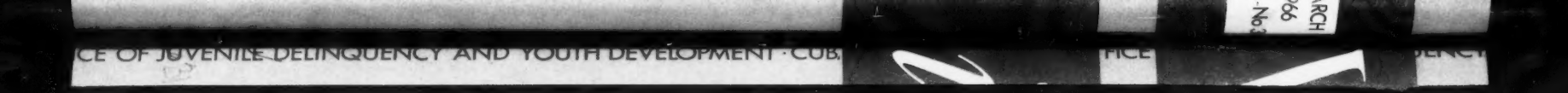
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